

Challenge Grant II



Final Report

2004

California Board of Corrections

Challenge Grant II Program

Final Report to the Legislature

March 2004

California Board of Corrections
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Sacramento, CA 95814
www.bdcorr.ca.gov

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EXECUTIVE SUMMARY

The Legislature established the Challenge Grant II Program in an effort to improve public safety by increasing understanding about “what works” in reducing juvenile crime and delinquency. To this end, the Legislature charged the Board of Corrections (Board) with evaluating the projects supported by this initiative, all of which tested locally developed strategies aimed at keeping at-risk youth from entering, or re-entering, the juvenile justice system. The results of that statewide evaluation, which show that the Legislature achieved its goal, are outlined in this final report on the Challenge Grant II Program.

Chapter 1 provides an overview of the Challenge Grant II Program, which emphasized systemic change in addressing juvenile crime by requiring a comprehensive local planning process and a collaborative service delivery model in order to qualify for a demonstration grant. This chapter also explains the Board’s grant selection process, which resulted in projects in 17 counties.

Chapter 2 discusses the diversity and focus of the projects, which responded to a wide array of identified needs in the local continuum of responses to juvenile crime, and addressed emerging trends and issues among at-risk youth and juvenile offenders, including their high rate of mental health problems.

Chapter 3 summarizes findings from the Board’s evaluation, which focused on legislatively mandated outcomes related to juvenile crime. While the results varied by age and gender, the analysis found that the projects had a significant impact on males 15 years of age and older by:

- Reducing both their percentage and number of arrests;
- Reducing their arrests for felony offenses; and
- Increasing their rate of successfully completing probation.

In addition, the results show that the projects made a highly significant difference on juvenile justice outcomes for older youth, both males and females, when the risk factor of “drug problems” is taken into account. The data submitted to the Board by counties also reflect some changes in the right direction (although not statistically significant) for younger juveniles.

Chapter 4 summarizes and illustrates the six strategies that counties reported as being the most successful in responding to the problem of juvenile crime:

- Engaging in multi-agency planning efforts;
- Using multi-disciplinary teams to both streamline and coordinate service delivery;
- Involving families in need assessments, treatment plans, and/or services;
- Addressing youth’s mental health issues;
- Focusing on alternatives to out-of-home placements; and
- Providing a full range of services and interventions at one place.

Although state funding came to an end in June 2003, the Challenge Grant II Program made a permanent and positive impact on juvenile justice in California. By improving the day-to-day effectiveness of local juvenile justice systems, and by bringing needed services to over 6,600 at-risk youth, the Challenge Grant II Program not only reduced juvenile crime and delinquency but also strengthened the foundation for sustaining effective interventions through the Juvenile Justice Crime Prevention Act.

INTRODUCTION

Soaring juvenile arrest rates during the late 1980s and early 1990s – coupled with projections of a huge increase in the State's youth population – resulted in several initiatives aimed at improving California's response to juvenile crime and delinquency. Among these was the Juvenile Crime Enforcement and Accountability Challenge Grant Program (Chapter 133, Statutes of 1996). As originally crafted, this initiative provided \$50 million to help fund the planning, implementation and evaluation of locally developed strategies for curbing juvenile crime and delinquency.

The need for these resources was clear: Nearly every county took part in the planning process mandated by the initiative for the purpose of assessing existing services, identifying and prioritizing programmatic gaps in the continuum of responses to juvenile crime, and developing strategies that maximized the provision of collaborative and integrated services for at-risk youth and their families. In addition, 49 counties participated in the competitive grant process, requesting a total of nearly \$138 million for demonstration projects. Ultimately, 14 counties received grants through what was widely known as the Challenge Grant I Program.

Fortunately, this unprecedented effort to determine “what works” in reducing juvenile crime did not end with 14 projects. Recognizing the critical need for resources directed to at-risk youth and young offenders, the Legislature provided funds for a second set of grants in what came to be known as the Challenge Grant II Program (Chapters 500 and 502, Statutes of 1998).

In addition to supporting juvenile justice planning efforts in 32 counties, the Challenge Grant II Program helped fund demonstration projects in 17 counties (several of which also had a Challenge Grant I project). While tailored to address the identified needs within each county, all of the projects involved:

- Collaborative service delivery provided by multiple agencies, including mental health, education and community-based service providers;
- Some level of assessment of risk, need and/or strengths among at-risk youth and their families; and
- A rigorous evaluation to determine the most effective approaches, strategies and interventions for curbing juvenile crime and delinquency.

With the Challenge Grant II Program, the Legislature reaffirmed its commitment to creating a new direction for local juvenile justice systems – a direction that emphasized systemic change in addressing the needs of at-risk youth and focused on best practices in responding to emerging issues and trends in this arena.

That commitment paid off. As evidenced in this final report, the Challenge Grant II Program not only proved effective in curbing juvenile crime and delinquency but also improved the delivery of services to at-risk youth, young offenders, and their families; enhanced counties' project management and organizational competencies; and produced strong, evidence-based foundations for ongoing programming and future innovations. Although the Challenge Grant II Program ended in June 2003, the insights gained from this initiative are likely to have a lasting and positive impact on local juvenile justice in California.

CHAPTER 1. AN OVERVIEW OF THE PROGRAM

The Legislature's primary goal in creating the Challenge Grant II Program was to help identify what strategies, when implemented within the context of a collaborative service delivery model, are most effective in keeping youth from entering, or re-entering, the local juvenile justice system. Toward this end, the program included specific requirements regarding the planning, implementation and evaluation of projects proposed by counties choosing to compete for available grant funds (see Appendix A). The legislation also specified the criteria the Board must consider in awarding demonstration grants. In addition to discussing these requirements, this chapter briefly describes the Board's process for awarding grants, the results of that process, and the technical assistance activities undertaken by Board staff.

Grant Eligibility Requirements

While enjoying flexibility in deciding where on the continuum of responses to juvenile crime they needed to focus their attention and resources, counties had to meet three basic requirements in order to be eligible for a demonstration grant.

First, each county had to form a multi-agency Juvenile Justice Coordinating Council comprised, at a minimum, of the Chief Probation Officer (as chairperson), and representatives of the District Attorney's Office, Public Defender's Office, Sheriff's Office, Board of Supervisors, Department of Social Services, Department of Mental Health, the County Office of Education or a school district, a community-based drug and alcohol program, a city police department, an at-large community member and representatives from non-profit community-based organizations providing services to minors. Each council was required to develop a comprehensive local action plan that included:

- An assessment of existing resources specifically targeting at-risk male and female youth and their families;
- An identification and prioritization of neighborhoods, schools or other areas facing a significant public safety risk from juvenile crime;
- A strategy that maximized the provision of collaborative and integrated resources; and
- A system for sharing information and identifying outcome measures.

The Challenge Grant II Program allowed the Board to award up to \$2 million in planning grants to assist counties in meeting this requirement. The Board received planning grant requests from 34 counties and distributed a total of \$536,000 for this effort. This planning process produced valuable information about the condition of California's local juvenile justice system, particularly in terms of the programs and/or services identified by counties as gaps in the continuum of responses. In order to share this information with state and local policymakers, Board staff conducted an analysis of the 34 local action plans submitted by counties in 1999 as part of the demonstration grant eligibility process (see shaded box on next page).

The second requirement was that each county had to conduct an evaluation of the demonstration project that included, at a minimum, an assessment of its impact on the rates of juvenile arrests as well as successful completion of probation, restitution and court-ordered community service responsibilities.

The final statutory requirement for demonstration grant eligibility was that each county had to provide a “match” of local resources in an amount equal to at least 25% of the grant amount.

Counties Identify Juvenile Justice Needs

The following are highlights from Board staff’s analysis of the local action plans submitted by 34 counties as part of the Challenge Grant II Program.

- A total of 31 counties (91%) identified intermediate sanctions as a gap in the local juvenile justice continuum. Specific needs in this category were day treatment, day reporting, intensive supervision, victim/offender mediation, home supervision, and electronic monitoring.
- Nearly two-thirds of the counties described the need for substance abuse services. Specific gaps in this category were school and community-based education/counseling programs; assessment and screening procedures; and outpatient, aftercare and detoxification services.
- Over half of the counties identified the need for education and/or training programs. Specific needs in this category were tutoring and mentoring programs, life skills training, literacy programs, and job development/vocational training.
- Nearly half of the counties described the need for mental health services in day treatment settings, on an outpatient basis, or as part of an aftercare program.

The full report, “Building Safer Communities: An Analysis of Local Action Plans for Curbing Juvenile Crime,” is available on the Board’s web site at www.bdcorr.ca.gov.

Selection Criteria and Process

In awarding grants, the Legislature required the Board to consider several factors, including: size of the eligible youth population; demonstrated ability to administer the proposed program and implement a collaborative, integrated approach to juvenile crime and delinquency; history of maximizing federal, state, local and private funding sources; likelihood that the program would continue after grant funding ended; and amount of local match above the minimum 25% requirement.

The Legislature also required the Board to give priority to any county with a population over 500,000 whose violent crime rate exceeded the statewide average. Four counties fell into this category: Alameda, Fresno, Los Angeles and San Francisco.

Based on past experience with grant programs and input from the field, the Board also considered the following factors: 1) program evaluation design; 2) implementation schedules; 3) quality of the local action plan; and 4) commitment to effective, creative solutions.

To ensure that the selection process included a wide range of perspectives, the Board appointed an Executive

Steering Committee (ESC) comprised of corrections practitioners and other state and local subject matter experts to provide input on the requirements of the Request for Proposal (RFP), develop recommendations on the method for rating applications, and recommend grant awards (see Appendix B). Board staff conducted a bidders’ conference to help ensure that interested counties understood what the process would entail and how it would work.

The Board received 28 demonstration grant proposals for the Challenge Grant II Program. Following a technical compliance review by Board staff, ESC members rated each proposal, heard presentations from counties, and determined final scores that led to a ranking of the RFPs. The ESC recommended that the Board award available funds to the highest ranking counties and, in May 1999, the Board approved this recommendation, awarding grants to 17 counties for demonstration projects that addressed a wide array of identified needs in the continuum of responses to juvenile crime (see Chapter 2). Table A on the next page outlines the final Challenge Grant II allocations.

Technical Assistance

As with other local corrections programs under its jurisdiction, the Board relied on its staff to manage the demonstration grants and facilitate the successful implementation of the counties' projects. This responsibility involved technical assistance activities that began even before the grant took effect in July 1999 and continued well after the grant ended. In June 1999, for example, Board staff conducted two workshops, one of which focused on the provisions of the contract (e.g., financial and programmatic reporting and documentation requirements, project timelines, etc.) and the other on program evaluation/data collection and reporting procedures. Staff also held meetings throughout the grant period involving the counties' project managers, evaluators and, in some cases, program staff. In addition to serving as a forum for discussing common issues related to program implementation and evaluation, these meetings facilitated the provision of technical assistance and training in areas identified by grantees. In addition, Board staff visited project sites at least twice a year to monitor compliance with contractual requirements and provide technical assistance as needed. After the grant ended, staff worked with counties to ensure that they successfully completed the required project report and financial audit.

TABLE A: CHALLENGE GRANT II ALLOCATIONS¹

Grantee	Original State Allocation	Final State Allocation	Final Match
Contra Costa	\$3,906,558	\$3,257,828	\$2,889,893
El Dorado	\$885,549	\$707,825	\$325,224
Fresno	\$3,971,284	\$3,210,149	\$1,137,750
Humboldt	\$2,460,805	\$2,274,168	\$3,167,664
Imperial	\$1,221,749	\$987,589	\$464,824
Los Angeles	\$10,992,562	\$9,299,732	\$5,024,055
Orange	\$2,598,608	\$2,598,608	\$1,300,490
Sacramento	\$4,345,078	\$3,650,382	\$4,275,775
San Bernardino	\$3,394,101	\$2,779,196	\$1,743,530
San Diego	\$5,711,646	\$5,016,953	\$1,672,317
San Francisco	\$5,985,347	\$5,785,347	\$3,596,919
Santa Barbara	\$6,116,618	\$5,314,436	\$2,615,467
Santa Clara	\$3,988,751	\$3,541,894	\$2,618,231
Santa Cruz	\$4,773,647	\$3,968,731	\$2,040,802
Solano	\$2,188,956	\$1,699,934	\$693,443
Stanislaus	\$3,472,915	\$1,921,497	\$997,990
Tehama	\$1,344,351	\$1,079,536	\$744,067
Totals	\$67,358,525	\$57,093,805	\$35,308,441

¹ The Legislature initially provided \$60 million to support the Challenge Grant II projects (Chapter 502, Statutes of 1999) and subsequently allocated an additional \$14 million for local assistance and administrative costs (2000/01 State Budget). In response to a weakening economy, the 2002-03 State Budget reduced funding for the program by just over \$12.3 million.

CHAPTER 2. DIVERSITY AND FOCUS OF PROJECTS

The demonstration projects in the Challenge Grant II Program responded to a number of locally identified gaps and/or needs in the continuum of responses to juvenile crime. The projects also addressed emerging trends in juvenile crime as well as growing concerns among the various local agencies that deal with at-risk youth and/or juvenile offenders. This chapter briefly describes the diversity and focus of the counties' projects. For more information, please see Appendix C, which provides a summary of each county's project, including its target population, goals and approach, and highlights of "what worked" from the local perspective.

Diverse Responses to Juvenile Crime

As outlined in statute, the continuum of responses to juvenile crime has prevention on one end and incapacitation on the other; in between are intervention, supervision, and treatment. Most of the Challenge Grant II counties implemented some type of intervention program, which is not surprising given the context within which the projects were developed. At the same time, several projects spanned more than one point on the continuum (e.g., an intervention program with an intensive supervision and/or treatment component). While recognizing this fact, Board staff categorized the projects in order to help readers understand the breadth of responses implemented by counties through the Challenge Grant II Program (see Table B, pages 8-9).

Within this general framework, the Challenge Grant II projects involved a wide array of specific strategies (e.g., truancy prevention/parent accountability, intensive probation supervision, day reporting, residential treatment, victim involvement, and structured aftercare) for dealing with at-risk youth and young offenders. This diversity produced critical insights from participating counties about "what works" in curbing juvenile crime and delinquency (see Chapter 4).

The Changing Nature of Juvenile Crime

By the mid-1990s, both the number and rate of violent crimes committed by juveniles had begun to decline. While arrests of juveniles for violent crimes increased 70% nationally between 1987 and 1993,² serious violence by juveniles dropped by 33% between 1993 and 1997.³ As serious and violent juvenile crime tapered off, juvenile justice agencies were able to focus more attention on prevention efforts aimed at at-risk youth and intervention efforts targeting relatively minor offenders coming to the justice system for the first and second time. These minors had been 'falling through the cracks' during the years when more serious crimes were consuming the majority of law enforcement, juvenile court and probation resources.

Coinciding with the downward trend in violent juvenile crime was an emerging body of risk factor research – including Orange County's 8 Percent studies – that pointed to the importance of attending to, and intervening with, at-risk youth and young offenders early in their patterns of misbehavior. In response, juvenile justice agencies enhanced their ability to assess risk – and the cracks began to close. Several Challenge Grant II projects tested prevention and intervention models based on assessment of the offenders' and, in some instances, their families' needs, risks and strengths, yielding a wealth of information about tailoring interventions to ensure the most appropriate and cost-effective application of services to at-risk populations.

The changing nature of juvenile crime also included a disturbing element: girls were (and, in fact, still are) entering the justice system in steadily increasing numbers. Between 1981 and

² Office of Juvenile Justice and Delinquency Prevention, *Juvenile Offenders and Victims: 1997 Update*

³ Office of Juvenile Justice and Delinquency Prevention, *Juvenile Offenders and Victims: 1999 National Report*

1997, for example, the female juvenile violent crime rate had increased 103% compared to only 27% for males; in addition, the number of delinquency cases involving girls increased 76% between 1987 and 1998 (vs. 42% for boys)⁴. The need for gender-based programming was becoming increasingly evident. Although there was relatively little research dealing exclusively with girls, it strongly suggested that programming for female offenders had to encompass education, counseling, employment training, parenting and empowerment strategies specific to the young women and girls who come into the justice system. In this context, two of the Challenge Grant II counties developed gender-specific demonstration projects. The operational and outcome evaluations of these programs have augmented the available body of knowledge and provided potential models for other jurisdictions to replicate in this vital juvenile justice area.

Significant Issues in Juvenile Justice

A growing concern among agencies dealing with at-risk youth and/or juvenile offenders during the mid-1990s was the fact that youth in the juvenile justice system had significantly higher rates of mental health problems than young people in the general population. Sadly, this is still the case. Research shows, for example, that:

- At least 80% of youthful offenders have a mental disorder (including learning and/or conduct disorders);
- At least 20% have a serious mental disorder such as schizophrenia, major depression and bipolar disorder while up to 6% are estimated to suffer from psychotic disorders; and
- More than half of youthful offenders have dual diagnoses (i.e., more than one mental disorder, including learning and substance abuse disorders).⁵

In response, juvenile justice agencies began partnering with mental health and social service agencies in such efforts as the Children's System of Care, wraparound services, and enhanced placement support to help youth in need of services from multiple delivery systems. Through their Challenge II grants, several counties tested innovative ways to address mental health and placement-related concerns. These projects produced valuable insights, both for participating counties and for jurisdictions that followed their progress through the information-sharing network established by Board staff as part of its technical assistance effort. In addition, what we learned about the mental health issues among at-risk youth will prove invaluable should any future grants be made available in this critical area.

Juvenile justice agencies were also concerned about the growing need for transition planning and aftercare services to help ensure a successful post-custody or post-placement transition back into the community at the completion of the juvenile's court-ordered removal from home. Research increasingly pointed to the efficacy of beginning re-entry planning at the point at which the juvenile enters the justice system and making successful transition a primary goal of each offender's case plan throughout her/his period of incarceration, treatment and/or supervision. The Challenge Grant II program enabled several counties to test these models of reentry programming, and their experience has proved instructive for agencies across the state.

⁴ Chesney-Lind and Okamoto, "Gender Matters: Patterns in Girls Delinquency and Gender Responsive Programming," *Gendered Justice: Addressing Female Offenders*, pages 241-242

⁵ Center on Juvenile and Criminal Justice, *Justice Policy Journal: Analyzing Criminal and Juvenile Justice Issues and Policies*, Volume 1, Number 1: August 2001, pages 41-42

CHALLENGE GRANT II MAJOR PROGRAM TYPES		
PROGRAM TYPE	PARTICIPANT PROFILE	PROGRAMS
Prevention: School-Based	Co-ed, Ages 9-18 At-risk youth not in justice system Co-ed, Ages 10-14 At-risk youth and youth not on formal probation	<ul style="list-style-type: none"> ▪ Imperial County Truancy Abatement and Safe Schools (TASS) Project ▪ Fresno County Youth Challenge Community Program
Intervention: Gender-Specific	Girls, Ages 12-18 Girls at risk of becoming delinquent or on probation Girls, Ages 12-17.5 Girls referred to probation for the first or second time for diversion, informal or formal supervision	<ul style="list-style-type: none"> ▪ Contra Costa County Circle of Care Day Treatment Centers for Girls <i>[Also Center-Based Day Treatment/Day Reporting and Prevention]</i> ▪ San Diego County Working to Insure and Nurture Girls Success - <i>[Also Center-Based Day Treatment/Day Reporting, Family-Based and Prevention]</i>
Intervention: Family-Based	Co-ed, Ages 11-18 Youth in targeted high-crime neighborhoods who are high risk, truant, or on probation who have criminally involved, substance abusing parent(s) Co-ed, Ages birth-18 Children and youth (including those who may already be on probation) who have a parent or parents on felony probation	<ul style="list-style-type: none"> ▪ Santa Barbara County Neighborhood Enrichment with Vision Involving Services, Treatment and Supervision <i>[Also Prevention and Restorative/Community Justice]</i> ▪ Stanislaus County Family Oriented Community Utilization System <i>[Also Prevention]</i>
Intervention: Restorative/ Community Justice	Co-ed, Ages 10–18 Youth referred to probation two or more times for serious offenses and/or probation violations	<ul style="list-style-type: none"> ▪ Tehama County Restorative Justice Program <i>[Also Intensive Supervision]</i>
Intervention: Intensive Supervision	Co-ed, Ages 14-17 Probationers with serious offenses and/or probation violations	<ul style="list-style-type: none"> ▪ Solano County Community Probation <i>[Also School-Based]</i>
Intervention: Center-Based Day Reporting/Day Treatment	Co-ed, Ages 10-17 Youth referred to probation two or more times and/or at risk of incarceration or out-of-home placement	<ul style="list-style-type: none"> ▪ El Dorado County Tahoe Reporting and Education Center <i>[Also Placement Avoidance]</i>

	<p>Co-ed, Ages 12-17 Youth with at least one referral to probation who are eligible for 'home on probation'</p> <p>Co-ed, 9th through 12th graders Juveniles court-ordered to out of home placement</p> <p>Co-ed, Ages 13-17 Probationers with multiple referrals and/or at risk for substance abuse, family conflict, school failure, criminal conduct and/or out of home placement</p> <p>Co-ed, Ages 13-18 Probationers, probation violators and wards exiting the Juvenile Hall to general supervision</p>	<ul style="list-style-type: none"> ▪ Los Angeles County Youth/Family Accountability Model <i>[Also Placement Avoidance]</i> ▪ Santa Clara County Alternative Placement Academies <i>[Also Placement Avoidance, and Restorative / Community Justice]</i> ▪ Santa Cruz County Placement Alternatives Resources for Kids <i>[Also Placement Avoidance]</i> ▪ Solano County Reporting Center <i>[Also Transition / Aftercare]</i>
Intervention: Placement Avoidance	Co-ed, Ages 11-17.9 years Youth on probation who are on the verge of removal from home due to family conflict or crisis	<ul style="list-style-type: none"> ▪ Orange County Co-Ed Respite Care/Family Conflict Program <i>[Also Residential]</i>
Intervention: Placement Assessment	<p>Co-ed, Ages 12-17 Juveniles court ordered to out of home placement</p> <p>Co-ed, Ages 11-17 Juveniles court ordered to out of home placement who have been determined to be 'hard to place'</p>	<ul style="list-style-type: none"> ▪ Sacramento County Integrated Model for Assessment, Placement, Case Management and Treatment <i>[Also Residential]</i> ▪ San Bernardino County Placement Readiness Evaluation Program <i>[Also Residential]</i>
Intervention: Mental Health Based	<p>Co-ed, Ages 11-18 Probationers referred by School Resource Officers, Department of Human Services or Community Assessment and Referral Centers</p> <p>Co-ed, Ages 12-18 Wards with mental health diagnosis, learning disabilities, substance abuse problems and/or severe acting out behavior</p>	<ul style="list-style-type: none"> ▪ San Francisco Project Impact <i>[Also Placement Avoidance]</i> ▪ Humboldt County New Horizons Program <i>[Also Institutional]</i>
Transition/Aftercare	Co-ed, Ages 16.5-17.75 Juvenile hall detainees in need of job training and independent living skills for emancipation	<ul style="list-style-type: none"> ▪ Orange County Independent Living Program – Freedom Lies Within You

CHAPTER 3. STATEWIDE EVALUATION HIGHLIGHTS

The Legislature charged the Board with evaluating the overall effectiveness of the Challenge Grant II demonstration projects in order to answer a basic question: Did they reduce the rate of juvenile offending? The answer is an unequivocal “yes.” This chapter presents highlights of that evaluation, which also identified an issue that must be considered in future juvenile justice research and program design: the impact of interventions on participants depends, to a great extent, on their age and gender. For additional information, please see Appendix D, which provides a detailed discussion of the Board’s research methodology and statistical analyses.

Research Methodology

The following is a brief overview of the methodology employed by the Board for this evaluation – i.e., the approach for collecting data, the population included in the statewide research sample, and the focus of statistical analyses.

Data Collection: Each demonstration project collected data for a uniform set of variables called Common Data Elements (CDEs) that were developed as a collaborative effort among the program managers, researchers, and Board staff. In addition to providing information about participants (e.g., dates of program entry/exit, age, gender, and risk factors), the CDEs provided information about participant behavior during the program and in three six-month post-program follow-up periods. Counties submitted CDE files to the Board on a semi-annual basis throughout the Challenge Grant II program. This approach gave the statewide evaluation two advantages over the project-specific studies conducted by counties: 1) the aggregated data could lead to wide ranging conclusions with statewide implications, and 2) the larger sample sizes greatly increased the statistical power of the investigation, thereby increasing the chances of isolating and identifying important program effects.

Research Sample: All of the counties used sophisticated research designs in evaluating their programs.⁶ Nine of the local evaluations employed a true experimental design, wherein eligible juveniles were randomly assigned to the Challenge Grant II program (treatment group) or to standard probation services (comparison group). Another eight local evaluations incorporated quasi-experimental designs using a matched comparison group. The statewide evaluation excluded data on certain juveniles and programs for several reasons, including insufficient data (youth did not participate long enough), the lack of comparability between treatment and comparison groups (as identified by counties), and a programmatic focus on pre-delinquent behavior vs. criminal conduct (the target populations had no prior involvement in the juvenile justice system). In the final analysis, this resulted in a research sample of 3,959 juveniles from 10 of the 17 programs.⁷

Over half (51.6%) of the juveniles included in this evaluation participated in the Challenge Grant II treatment group and completed the first six-month follow-up period after program exit; the remainder (48.4%) comprised the comparison group. Although it is possible that some juveniles in the comparison group received similar interventions as those in the treatment group, it would be extremely rare for a juvenile on traditional probation to receive all of these interventions with the comprehensiveness and intensity provided by the Challenge Grant II programs. Therefore,

⁶ Rigorous evaluations were not completed for two programs that were discontinued by Solano County when fourth year funding was reduced.

⁷ The 10 programs included in the evaluation were implemented by the following counties: Contra Costa, Humboldt, Los Angeles, Orange, Sacramento, San Diego, San Francisco, Santa Barbara, Santa Clara, and Tehama.

comparing the results for traditional probation with Challenge Grant II program interventions provides a good test of whether the latter work.

The treatment and comparison groups for the evaluation were essentially comparable in terms of their demographics (e.g., age, gender), risk factors (e.g., school performance/attendance, drug/alcohol problems), and criminal history (being a ward of the court under Welfare and Institution Code Section 602 and having a sustained felony). The 10 demonstration programs, on the other hand, are very diverse. Two were gender-specific programs (all female); two were residential programs; two were day reporting/day treatment programs; two were alternative to placement programs; one was a restorative justice program; and one was a family-based intervention program. Although different, the programs had the following factors in common:

- An identification of any gaps in needed services that might serve to reduce offending among juveniles, and the filling of those gaps with necessary services;
- A thorough, multidisciplinary assessment of, and tailor-made treatment plan for, each juvenile in the program;
- Services in many forms (e.g., training, counseling) to deal with identified issues;
- An identification and design of interventions for: 1) problems related to alcohol and drug abuse, 2) family issues that might contribute to juvenile dysfunctional behavior, 3) school achievement or school behavioral problems, and 4) mental health issues that require professional assistance;
- Family involvement in addressing and correcting each juvenile's problems;
- More intensive supervision and interaction with probation staff than traditional probation;
- A faster response to warnings of relapses in behavior or actual relapses in behavior; and
- Responses to warnings of relapses or actual relapses that take into account the initial assessment of the juvenile.

Focus of Analysis: The statewide research focused on answering the following questions related to legislatively mandated outcome variables:

- Did the juveniles who participated in the Challenge Grant II programs offend less often than a comparison group of juveniles who participated in traditional (and less intensive) probation interventions?
- Did the youth who participated in the Challenge Grant II programs complete probation, restitution, and court-ordered community service obligations more often than the comparison group?

In addition, this evaluation examined important issues that relate to intervening with at-risk juveniles – i.e., identifying subgroups of juveniles most likely to benefit from Challenge-type programs, and analyzing the relationships among risk factors and program effectiveness.

It is well documented that juvenile males behave quite differently from juvenile females. For example, even though males and females comprise about equal proportions of the general population, males in juvenile halls outnumber juvenile females by over five to one (85% males and 15% females). Age is also an important factor. Juveniles in the research sample ranged in age from 10 to 18. Obviously, juveniles in the lower age range behave differently from juveniles in the upper age range.

Because of the significant gender and age-related differences in juvenile behavior, one would not expect program interventions to necessarily have the same effect on various age and gender subgroups. In order to appropriately study the impact of Challenge Grant II programs,

Board staff divided the research sample into four gender and age subgroups. The results were analyzed separately for these subgroups:

1. Males, less than 15 years of age.
2. Males, equal to or more than 15 years of age.
3. Females, less than 15 years of age.
4. Females, equal to or more than 15 years of age.

Staff also conducted ad hoc analyses with regard to several risk factors, including having had a felony arrest or sustained petition, drug problems, and gang association. These analyses reflect current thinking – i.e., that most juveniles who come to the attention of probation departments never return a second time (estimates vary, but converge around the figure of 70% as the percentage of juveniles seen only once) and that those juveniles with more serious and more numerous risk factors are the ones most likely to return.

The statewide research design called for counties to follow juveniles through three six-month time periods after completing the program or traditional probation. Relatively complete data were submitted for the first time period (0-6 months); however, keeping track of juveniles well after their involvement with the program or probation department proved difficult for counties and substantially decreased the sample size. Consequently, the results summarized in this chapter (and discussed in detail in Appendix D) are for the first six-month follow-up period only.

Research Results

The statewide evaluation of the Challenge Grant II Program focused on legislatively mandated outcome variables related to involvement in the juvenile justice system – e.g., arrests, sustained petitions, and completion of obligations. Ten outcome measures were used in the analysis; the question for each measure was, “Did the juveniles in the treatment group benefit in a significant way from the Challenge Grant II Program interventions?” Although the answer varied according to age and gender, the analysis found that the demonstration programs worked very well for males 15 years of age and older in that they significantly:

- **Reduced** both their percentage and number of arrests;
- **Reduced** arrests for felony offenses; and
- **Increased** their rate of successfully completing probation.

In addition, when the risk factor of drug problems is taken into consideration, the data indicated that the programs made a highly significant difference on key outcome measures for older youth, both males and females.

The data do not indicate that the programs had a statistically significant effect on the tendency to offend among younger juveniles; however, there was change in the right direction on some outcome measures. In addition, the project-specific evaluations conducted by counties found positive effects for younger juveniles in several areas other than criminal justice involvement, including school attendance, family functioning, and psychological adjustment. Thus, the results of the statewide evaluation, which focused only on specific juvenile justice measures, should not be construed to mean that the programs were without value for juveniles under age 15. Readers may obtain specific information on local evaluation results directly from the counties (please see Appendix E for a listing of county contacts).

Outcome Measure #1: Percentage of Juveniles Arrested

The analysis found that the Challenge Grant II demonstration programs significantly reduced the percentage of arrests for males 15 years of age or older, with 34.9% of the comparison group being arrested vs. 28.2% of the treatment group. Although the pattern of statistically significant results did not hold true for the other three subgroups, the results would have changed markedly for two groups if the risk factor of “drug problems” had been used as a selection criterion:

- For older males with a history of drug problems, 43.7% of the juveniles in the comparison group were arrested vs. 30.5% in the treatment group. This 13.2% difference was nearly double the treatment effect that was obtained when this risk factor was not a selection criterion for the sample.
- For the older female subgroup, 30.4% of the juveniles in the comparison group were arrested vs. 20.8% in the treatment group. This 9.6% difference was highly significant and was nearly four times the treatment effect that was obtained when this risk factor was not a selection criterion.

Outcome Measure #2: Number of Arrests

An analysis of the data reported by counties on the number (vs. percentage) of arrests during the first follow-up period revealed similar results.

- For older males, comparison group juveniles were arrested an average of .51 times while treatment group juveniles were arrested an average of .38 times. This difference was highly significant.
- When the sample is restricted to older males with the drug problem risk factor, the comparison group juveniles were arrested an average of .68 times compared to .42 times for treatment group juveniles. This difference was significant.
- When the sample is restricted to older females with the drug problem risk factor, the comparison group juveniles were arrested an average of .45 vs. .30 times for treatment group juveniles. This difference was significant.

Outcome Measure #3: Severity of Offense

The programs significantly reduced the seriousness of offenses leading to arrests among older males and the difference was even greater for older juveniles with the drug problem risk factor.

- For older males, 13% of the juveniles in the comparison subgroup were arrested for felonies vs. 10% of the juveniles in the treatment group. This difference was statistically significant. When the risk factor of having drug problems is used to select the sample, the comparison group percentage rises to 15% and drops to 9% for the treatment group. This difference is highly significant.
- Although the sample size and number of felony arrests were very small for older females with drug problems, a significantly higher percentage of comparison group vs. treatment group older females were arrested for felonies.

Outcome Measure #4: Percentage of Sustained Petitions

The analysis for this outcome measure, which focuses on whether participants had a sustained petition, a sustained notice of violation of probation, or a criminal conviction, found that:

- For older males, 22% of the treatment group had a sustained petition or criminal conviction vs. 25% of the comparison group. While not statistically significant, this difference is in the right direction.
- For older males with a history of drug problems, 24% had a sustained petition or criminal conviction vs. 30.1% of the comparison group. This is a significant difference.
- For older female juveniles with a history of drug problems, there is an even greater treatment effect. For the treatment group, 16.7% had a sustained petition or criminal conviction vs. 28.4% of the comparison group.

Outcome Measure #5: Number of Sustained Petitions

The demonstration programs reduced the average number of sustained petitions and criminal convictions for juveniles in the treatment group compared to juveniles who received traditional probation interventions and significantly reduced the number if one takes risk level into account.

- The older males in the treatment group had .29 sustained petitions or convictions vs. .32 in the comparison group. Although the results were in the predicted direction, they were not statistically significant.
- For the older male subgroup with a history of drug problems, there was a much larger treatment effect. The average juvenile in the treatment group had .32 sustained petitions vs. .43 for the comparison group. This difference was significant.
- For the older female subgroup with a history of drug problems, there was a slightly larger treatment effect than with males. The average juvenile in the treatment group had .22 sustained petitions vs. .35 for the comparison group.

Outcome Measure #6: Severity of Sustained Petitions

Although there was a small sample for this outcome measure (only about 5% of participants had sustained felonies in the follow-up period), the demonstration programs had a positive impact on the severity of sustained petitions.

- For older male juveniles, 7.4% of the comparison group had sustained felony petitions vs. 6.3% for the treatment group. Although the results are in the right direction, this difference is not statistically significant.
- For older males with a history of drug problems, the sample sizes were even smaller, but the analysis found that 6.2% of the treatment juveniles vs. 10.1% of the comparison juveniles had sustained felony petitions, a difference which is significant.
- For older females with a history of drug problems, there was also a significant difference. The treatment group percentage with sustained felony petitions was 0.3% vs. 4% for the comparison group.

Outcome Measure #7: Institutional Commitments

The data indicate that a very similar percentage of treatment and comparison group juveniles were committed to an institution during the follow-up period (8.5% and 8.7% respectively), and that the pattern of results for the gender/age subgroups continued.

- For older male juveniles, the results are in the expected direction, but are not quite significant. For the treatment group, 9.7% received institutional commitments in the follow-up period vs. 12.5% of the comparison group.
- When the sample was restricted to juveniles with a history of drug problems, there was a significant difference between the treatment and comparison groups for older males (11.6% vs. 17.6% institutional commitments for the treatment and comparison groups respectively). This difference was highly significant.
- There also was a significant difference in the expected direction for older females with a history of drug problems (4.4% vs. 9% institutional commitments for the treatment and comparison groups respectively). This difference was highly significant.

For juveniles under 15 years of age, especially females, the results were in the unanticipated direction, with more treatment group than comparison group juveniles receiving institutional commitments. More research is needed to determine whether this finding is the result of different patterns of misbehavior for younger juveniles or different policies with regard to the adjudication and detention of males and females.

Outcome Measure #8: Successful Completion of Probation

This outcome measure reflects a major goal of the juvenile justice system, and the results of the analysis were similar to those for other outcomes – i.e., significant treatment effects were found only for older males (25.8% of the treatment group completed probation vs. 21% of the comparison group). However, when the sample was restricted to juveniles with a history of drug problems, treatment effects for older males increased and became significant for older female youth (27.5% of the treatment group completed probation vs. 15.6% of the comparison group).

Outcome Measures #9 and #10: Completion of Restitution and Community Service

Results for these two variables were not very informative. Less than 25% of the total sample was ordered by the court to complete either restitution or community service. Furthermore, only between 14% and 15% of the sample completed their court-ordered obligations during the first follow-up period. Using the data from the second and third follow-up periods further reduced the sample sizes. For the age/gender subgroups, either there were no significant treatment effects or the sample sizes were extremely small.

CHAPTER 4. COUNTIES IDENTIFY SUCCESSFUL STRATEGIES

Counties participating in the Challenge Grant II Program were required to conduct a rigorous evaluation of their projects' effectiveness in meeting the legislatively mandated juvenile justice outcomes and any other outcomes of interest to the local jurisdiction. This project-specific research also included a qualitative assessment (process evaluation) of what worked most effectively in terms of general themes and program elements. This chapter summarizes six of the strategies that counties reported as being successful in responding to the complex problem of juvenile crime.

Local Action Planning

The comprehensive local action planning process required by the Challenge Grant II Program enabled counties to analyze system strengths and deficiencies and provided a collaborative platform with which to address identified gaps in services. Even the counties that did not ultimately receive a demonstration project grant found this process to be extremely valuable. As a result, comprehensive action planning was also instituted as a requirement of the Juvenile Justice Crime Prevention Act in order to ensure that juvenile justice resources are allocated to vital needs and best practices to the greatest extent possible.

Collaboration/Multi-disciplinary Teams

All of the Challenge Grant II demonstration projects involved collaborative service delivery provided by multiple agencies. Collaboration served to streamline service delivery and enhance vital relationships. It also reduced duplication of effort and provided insights and opportunities that typically do not materialize when individual agencies act alone. Collaboration was universally credited with enhancing the supervision, treatment, intervention and accountability functions of the projects, resulting in better, more coordinated services for youth and families in, or at risk of entering, the juvenile justice system.

One element of collaboration that was widely reported to be challenging but ultimately well worth the effort was the use of multi-disciplinary teams (MDTs). MDTs were described as particularly powerful in addressing compound needs and providing integrated services without duplication. Humboldt County, for example, cited collaboration at the top of its 'what works' list, saying, "The ability of professionals from corrections, probation, education and mental health to communicate effectively and work together to deliver the New Horizons program was a credit to both the staff involved and the viability of the approach."

Family Involvement

Because the families of at-risk youth have a profound effect on, and are profoundly affected by, their child's or sibling's behavior, the Challenge Grant II projects, without exception, sought to involve families in addressing inappropriate behaviors and facilitating crime reduction.

Two projects – Santa Barbara County's NEW VISTAS and Stanislaus County's FOCUS Program – were designed specifically as family-based, family-focused interventions. In these and other projects, families were included in assessments of youths' risks, needs and strengths. In addition, families were often instrumental in facilitating the development of treatment plans, and parents and siblings were often included on field trips or outings designed to enhance family bonding and communication in supervised settings.

Noting that, “A key assumption underlying [the project’s design] was that delinquent behavior would be reduced when risk factors such as poor family functioning ... were addressed,” San Diego County indicated that the use of “Home Visitors who were able to provide home-based and family-centered services” was one of the most effective factors in its Working to Insure and Nurture Girls’ Success (WINGS) project. Across all projects, family participation was deemed important in modifying juveniles’ behavior, and most projects reported at least some degree of improved psychosocial functioning for participating youth when the family was involved and/or interventions occurred in the context of the family.

Addressing Mental Health Issues

Youth in, and at risk of entering, the juvenile justice system have complex and far reaching mental health problems. Thus, it is not surprising that two of the demonstration programs – San Francisco’s Project Impact and Humboldt’s New Horizons – focused specifically on delivering mental health services, and all of the other projects included the provision of mental health services of one kind or another. Individual, group and family counseling were key elements of most, if not all, of the projects and mental health professionals – either from county departments or private sector agencies – were members of most projects’ multi-disciplinary teams. Even when they were not able to report statistically significant improvements on mandated justice system outcomes, almost all of the projects – from those piloting school-based prevention through the one providing post-incarceration aftercare – reported improvements in participants’ psychosocial functioning, conflict resolution and anger management, communication, school behavior and family functioning as a result of mental health and related interventions.

Mental health treatment and the services of mental health professionals often come with high price tags, so it is noteworthy that several of the projects used Medi-Cal’s Early Periodic Screening, Diagnosis and Treatment funding to provide or augment their counseling and mental health treatment interventions. This little known and under utilized resource, available to juvenile justice agencies for eligible youth, was used to good advantage in Contra Costa County’s Circle of Care Girls Day Treatment Program, among others, for delivering necessary mental health services, up to and including comprehensive assessments of project youth.

Placement Avoidance/Reduction

Alternatives to out-of-home placement for suitable young offenders are attractive options for several reasons, including the cost of out-of-home placement, the difficulty in finding appropriate placements, the often prolonged stay in juvenile hall awaiting placement, the relatively large number of placement failures necessitating returns to juvenile hall and re-placement, and the difficulties inherent in facilitating youths’ return to their homes and communities after an extended period away. For these and related reasons, eight of the projects had placement avoidance or reduction as their primary or secondary goals, and many of the other projects named placement avoidance among their desired outcomes.

The approaches taken to achieve these goals varied. El Dorado, Los Angeles, Santa Clara and Santa Cruz Counties used intensive supervision and services delivered in day reporting/day treatment centers to obviate the need for out-of-home placement. San Francisco’s Project Impact incorporated comprehensive assessment and center-based mental health programming in its placement avoidance approach, while Sacramento and San Bernardino Counties focused on pre-placement assessment of youth court-ordered to placement. In these efforts, assessment was the mechanism for determining a ‘good fit’ between the young offender and her/his placement so that each minor could be placed in the best, most responsive program from the start.

Several projects reported having successfully achieved some or all of their placement-related goals. El Dorado County, for example, reported 42% fewer new law violations for its program graduates than for comparison group offenders, signifying a considerable reduction in new offenses likely to result in out-of-home placement. Sacramento County reported that project minors spent less time in juvenile hall awaiting initial placement, 50% more project minors returned home, and, due to more intensive supervision, project minors had significantly lower rates of subsequent arrest and detention than did minors in the comparison group.

Day Reporting/Treatment Centers

One-stop sites offering comprehensive, multi-disciplinary services were utilized in a number of jurisdictions. Contra Costa and San Diego Counties operated their gender-specific programs for girls via community-based day centers; El Dorado, Los Angeles, Santa Clara and Santa Cruz Counties used centers for their placement avoidance programs; and Solano County provided its transition/aftercare efforts through a reporting center.

The counties found these centers to be particularly effective at providing a full range of treatments and interventions in one place, at one time. The centers addressed 'the whole child,' while often including families as well, and provided productive venues for interagency teams to build mutual understanding and program efficiency. Most importantly, by combining intensive supervision and comprehensive services, the center-based projects produced positive outcomes. The projects reported improvements in minors' school attendance and performance, communication with one another and with adults, problem solving abilities, and development of independent living skills. Day centers also proved effective in reducing re-offending, substance abuse, gang involvement and other high-risk behaviors. Moreover, these one-stop centers provided care and control in settings considerably less expensive than custody or detention and much more readily available to users than the same services spread throughout a county.

Counties Report Cost Savings

Besides identifying "what works" in programming, several local evaluations highlighted appreciable savings achieved by targeting prevention and intervention efforts to specific populations. Individual participating counties reported having saved hundreds of thousands of dollars – millions in the aggregate – in law enforcement, court processing, detention, supervision and/or placement costs. Here are two examples of the cost savings and/or avoidance reported by counties.

- One goal of Sacramento County's project was to end the revolving door of placement failures by seeking a 'good fit' between young offenders and the placements to which they were sent. Not only was the project (IMPACT) reported to have reduced placement failures and repeated re-placements, it was said to have saved over \$10,274 in subsequent arrest and intake costs for minors who went through the program. Further, evaluators reported that IMPACT resulted in 11,840 fewer nights spent at Juvenile Hall by minors awaiting an initial or subsequent placement, which saved \$1,882,560 over the life of the Challenge Grant II study.
- Humboldt County found that youth in the New Horizons program had significantly fewer sustained petitions than did juveniles in the comparison group during the treatment period. Using the average 'arrest through disposition' cost in Humboldt County and the average number of sustained petitions for offenders in each group, Humboldt's researchers determined that comparison group youth – those who had not participated in the Challenge II treatment – generated 112% more juvenile justice costs per person than treatment youth. This differential constituted a savings of \$426,220 for every 100 offenders who went through the New Horizons program.

CONCLUSION

The Juvenile Crime Enforcement and Accountability Challenge Grant Program established by the Legislature in 1996 produced marked, systemic change throughout California by providing the impetus, oversight and funding for rethinking juvenile crime reduction and delinquency prevention. Operating in the context of comprehensive planning and rigorous evaluation, the demonstration projects supported by this initiative provided a solid, research-based foundation for the ongoing Juvenile Justice Crime Prevention Act by which the State is sustaining vital interventions proven successful in reducing crime and delinquency.

The Challenge Grant II Program added to the State's store of knowledge and has enhanced the real-life, day-to-day effectiveness of California's local juvenile justice systems. Like its predecessor, the Challenge Grant II Program resulted in the implementation of best practices across the local juvenile justice continuum – from delinquency prevention through intervention, intermediate sanctions, custody and control, residential treatment and aftercare.

While building on the experience gained from the first set of projects, the Challenge Grant II Program was unique as well. The projects provided intensive services to more than 6,600 at-risk youth and juvenile offenders, often also incorporating interventions for their parents and siblings. The projects addressed emerging needs and community safety concerns in such areas as juvenile mental health, reducing reliance on expensive out of home placements and developing cost effective day treatment service delivery mechanisms. The projects expanded California's experience with best practices related to assessing offenders' risks, needs and/or strengths and building targeted case plans to reduce risks and augment strengths. And the projects further tested the viability of maximizing community protection through a balance of offender accountability, competency development and victim/community restoration. In fact, many of the strategies implemented in the Challenge Grant II Program worked so well that they were incorporated into programs funded under the Juvenile Justice Crime Prevention Act and/or have become permanent parts of the local juvenile justice continuum in counties throughout California.

In sum, the Challenge Grant II Program worked. The individual projects and the program as a whole improved the delivery of juvenile justice services, enhanced participating counties' project management and organizational competencies, and brought at-risk youth and families into the mainstream of productive life – thereby permanently and positively changing the landscape of juvenile justice in California.

APPENDIX A

Enabling Legislation, Chapter 133, Statutes of 1996

BILL NUMBER: SB 1760 CHAPTERED 07/10/96

CHAPTER 133
FILED WITH SECRETARY OF STATE JULY 10, 1996
APPROVED BY GOVERNOR JULY 10, 1996
PASSED THE SENATE JULY 8, 1996
PASSED THE ASSEMBLY JULY 8, 1996
AMENDED IN ASSEMBLY JULY 8, 1996

INTRODUCED BY Senator Lockyer and Assembly Member Goldsmith

FEBRUARY 22, 1996

An act to add Article 18.7 (commencing with Section 749.2) to Chapter 2 of Part 1 of Division 2 of the Welfare and Institutions Code, relating to minors, making an appropriation therefore, and declaring the urgency thereof, to take effect immediately.

LEGISLATIVE COUNSEL'S DIGEST

SB 1760, Lockyer. Juvenile crime enforcement.

Existing law sets forth the powers and duties of the Board of Corrections, as specified.

This bill would create the Juvenile Crime Enforcement and Accountability Challenge Grant Program under the authority of the Board of Corrections, as specified, and would specify eligibility requirements for the grants.

The bill would direct the Board of Corrections to award grants that provide funding for 3 years.

The bill would also authorize the Board of Corrections to award up to \$2,000,000 to counties, pursuant to those provisions. The bill would direct the Board of Corrections to develop an interim and a final report on the program, and to submit those reports to the Legislature, on or before March 1, 1999, and March 1, 2001, respectively. The bill would provide for funding for the program from the Budget Act of 1996, thereby making an appropriation.

The bill would declare that it is to take effect immediately as an urgency statute.

Appropriation: yes.

THE PEOPLE OF THE STATE OF CALIFORNIA DO ENACT AS FOLLOWS:

SECTION 1. In order to reduce the rate of juvenile crime in California, especially violent juvenile crime, it is the intent of the Legislature that grants shall be provided to counties that establish multiagency juvenile justice coordinating councils to develop and implement a comprehensive strategy for preventing and effectively responding to juvenile crime. Grants will be awarded on a competitive basis to counties that (a) develop and implement a comprehensive, multiagency plan that provides for a continuum of responses to juvenile crime and delinquency; and (b) demonstrate a collaborative and integrated approach for implementing a system of swift, certain, and graduated responses for at-risk youth and juvenile offenders.

SEC. 2. The Legislature hereby finds and declares all of the following:

(a) The threat of juvenile crime poses the most serious crime challenge facing California. The number of juveniles between the ages of 11 and 17 years, the ages of juveniles responsible for 99 percent of juvenile arrests, will increase 33 percent in the next decade. Juvenile arrests rates for violent crime have generally exceeded those for adults.

(b) Out of 1,000 police contacts with juvenile offenders, 100 are referred to probation departments, 50 are accepted for booking at juvenile hall, 25 petitions are filed in juvenile court, 12 cases are heard in court, and six cases result in formal probation.

(c) Between 1983 and 1994, adult and juvenile probation caseloads increased 65 percent while the number of probation officers increased only 25 percent.

(d) Between the 1984-85 and 1990-91 fiscal years, the percentage of county funds allocated to probation departments declined 9 percent, while the percentage allocated to the sheriffs' departments increased 1 percent and the percentages allocated to the offices of sheriffs' departments and the offices of the district attorneys have benefited from Proposition 172 revenues, the probation departments generally have not benefited from those revenues.

(e) Between 8 and 12 percent of juvenile offenders account for 60 percent of juvenile and subsequent adult crime. These repeat offenders are arrested between four and 14 times during their criminal careers. Youth Authority wards typically have been arrested between eight and 33 times.

(f) Responses that are swift and certain after a first offense have been shown to be more effective at deterring juvenile crime than the possibility of detention after multiple offenses.

SEC. 3. Article 18.7 (commencing with Section 749.2) is added to Chapter 2 of Part 1 of Division 2 of the Welfare and Institutions Code, to read:

Article 18.7. Juvenile Crime Enforcement and Accountability Challenge Grant Program

749.2. This article shall be known and may be cited as the Juvenile Crime Enforcement and Accountability Challenge Grant Program.

749.21. The Juvenile Crime Enforcement and Accountability Challenge Grant Program shall be administered by the Board of Corrections for the purpose of reducing juvenile crime and delinquency. This program shall award grants on a competitive basis to counties that (a) develop and implement a comprehensive, multiagency plan that provides for a continuum of responses to juvenile crime and delinquency; and (b) demonstrate a collaborative and integrated approach for implementing a system of swift, certain, and graduated responses for at-risk youth and juvenile offenders.

749.22. To be eligible for this grant, each county shall be required to establish a multiagency juvenile justice coordinating council that shall develop and implement a continuum of county-based responses to juvenile crime. The coordinating councils shall, at a minimum, include the chief probation officer, as chair, and one representative each from the district attorney's office, the public defender's office, the sheriff's department, the board of supervisors, the department of social services, the department of mental health, a community-based drug and alcohol program, a city police department, the county office of education or a school district, and an at-large community representative. The coordinating councils shall develop a comprehensive, multiagency plan that identifies the resources and strategies for providing an effective continuum of responses for the prevention, intervention, supervision, treatment, and incarceration of juvenile offenders. Counties may utilize community punishment plans developed pursuant to grants awarded from funds included in the 1995 Budget Act to the extent the plans address juvenile crime and the juvenile justice system. The plan shall include, but not be limited to, the following components:

(a) An assessment of existing law enforcement, probation, education, mental health, health, social services, drug and alcohol and youth services resources which specifically target at-risk juveniles, juvenile offenders, and their families.

(b) An identification and prioritization of the neighborhoods, schools, and other areas in the community that face a significant public safety risk from juvenile crime, such as gang activity, daylight burglary, late-night robbery, vandalism, truancy, controlled substance sales, firearm-related violence, and juvenile alcohol use within the council's jurisdiction.

(c) A local action plan (LAP) for improving and marshaling the resources set forth in subdivision (a) to reduce the incidence of juvenile crime and delinquency in the areas targeted pursuant to subdivision (b) and the greater community. The councils shall prepare their plans to maximize the provision of collaborative and integrated services of all the resources set forth in subdivision (a), and shall provide specified strategies for all elements of response, including prevention, intervention, suppression, and incapacitation, to provide a continuum for addressing the identified juvenile crime problem.

(d) Develop information and intelligence sharing systems to ensure that county actions are fully coordinated, and to provide data for measuring the success of the grantee in achieving its goals. The plan shall develop goals related to the outcome measures that shall be used to determine the effectiveness of the program.

(e) Identify outcome measures which shall include, but not be limited to, the following:

(1) The rate of juvenile arrests per 100,000 of population.

(2) The rate of successful completion of probation.

(3) The rate of successful completion of restitution and court-ordered community service responsibilities.

749.23. The Board of Corrections shall award grants that provide funding for three years. Funding shall be used to supplement, rather than supplant, existing programs. Grant funds shall be used for programs that are identified in the local action plan as part of a continuum of responses to reduce juvenile crime and delinquency. No grant shall be awarded unless the applicant makes available resources in an amount equal to at least 25 percent of the amount of the grant. Resources may include in-kind contributions from participating agencies. In awarding grants, priority shall be given to those proposals which include additional funding that exceeds 25 percent of the amount of the grant.

749.24. The Board of Corrections shall establish minimum standards, funding schedules, and procedures for awarding grants, which shall take into consideration, but not be limited to, all of the following:

(a) Size of the eligible high-risk youth population.

(b) Demonstrated ability to administer the program.

(c) Demonstrated ability to provide and develop a continuum of responses to juvenile crime and delinquency that includes prevention, intervention, diversion, suppression, and incapacitation.

(d) Demonstrated ability to implement a plan that provides a collaborative and integrated approach to juvenile crime and delinquency.

(e) Demonstrated history of maximizing federal, state, local, and private funding sources.

(f) Demonstrated efforts to implement a multicounty juvenile justice program.

(g) Likelihood that the program will continue to operate after state grant funding ends.

749.25. The Board of Corrections may award up to a total of two million dollars (\$2,000,000) statewide, in individual grants not exceeding one hundred and fifty thousand dollars (\$150,000), on a competitive basis to counties to assist in establishing a multiagency coordinating group or developing a local action plan.

749.26. The Board of Corrections shall create an evaluation design for the Juvenile Crime Enforcement and Accountability Challenge Grant Program that will assess the effectiveness of the program. The board shall develop an interim report to be submitted to the Legislature on or

before March 1, 1999, and a final analysis of the grant program in a report to be submitted to the Legislature on or before March 1, 2001.

749.27. Funding for the Juvenile Crime Enforcement and Accountability Challenge Grant Program shall be provided from the amount appropriated in Item 5430-101-0001 of the Budget Act of 1996. Up to 5 percent of the amount appropriated in Item 5430-101-0001 of the Budget Act of 1996 shall be transferred upon the approval of the Director of Finance, to Item 5430-001-0001 for expenditure as necessary for the board to administer this program, including technical assistance to counties and the development of an evaluation component.

SEC. 4. This act is an urgency statute necessary for the immediate preservation of the public peace, health, or safety within the meaning of Article IV of the Constitution and shall go into immediate effect. The facts constituting the necessity are:

In order to enable counties to begin to establish juvenile crime enforcement programs pursuant to the guidelines set forth herein as soon as possible, it is necessary that this act take effect immediately.

APPENDIX B

Challenge Grant II Executive Steering Committee

**Challenge Grant II Program
Executive Steering Committee**

Sheriff Tom Sawyer, Chair
Merced County Sheriff's Department

Members

Steve Lyman, Chief
Siskiyou County Probation Department

Craig Cornett
Legislative Analyst's Office

Barbara McIver, 1st District Supervisor
Tehama County Board of Supervisors

Marisela Montes (for Director C. A. Terhune)
California Department of Corrections
Correctional Planning and Research Branch

APPENDIX C

Summaries of County Projects

CONTRA COSTA COUNTY

CIRCLE OF CARE PROGRAM

AMOUNT OF FINAL CHALLENGE II GRANT: \$ 3,257,828
COUNTY MATCH: \$ 2,889,893

CONTRA COSTA COUNTY IMPLEMENTED THE CIRCLE OF CARE DAY TREATMENT PROGRAM, WHICH TESTED THREE DIFFERENT MODELS OF GENDER-SPECIFIC DAY TREATMENT FOR GIRLS AND YOUNG WOMEN ON PROBATION OR AT RISK OF BECOMING DELINQUENT AND SUBSEQUENTLY PLACED OUT OF THE HOME.

Type of Program: Gender-Specific Day Reporting/Day Treatment

Target Population: Girls ages 12-18 on probation or at risk of becoming delinquent. A total of 314 youth participated in the project.

Goals and Approach: The Circle of Care project encompassed Day Treatment sites in three parts of Contra Costa County, each with a distinct focus determined by the community-based organization contracted to operate the program. In the Antioch or eastern portion of the county, REACH Within used a longstanding network of community and public agencies to focus on skills acquisition with a particular emphasis on preparation for employment. The STRIVE (Strength through Trust, Respect, Inclusion, Voice, and Empowerment) Program served the central county, including the cities of Concord, Pleasant Hill, Walnut Creek, Martinez and Pacheco, and sought to help girls recognize their strengths, talents and potential for success by providing mental health integrated with educational services; raising awareness of services available in the community; involving participants in group decision-making; and encouraging them to build positive relationships with other girls and within their families. The STARS – Striving To Achieve Real Success – Program, which covered Richmond, San Pablo, El Cerrito, Pinole, Hercules and Crockett in west Contra Costa County, used a behavioral health model that integrated mental health, drug and alcohol, and individualized, family and group therapy workshops into daily activities as a way to develop the at-risk adolescents' capacity to be successful. STARS emphasized the female-only environment as a safe place to 'strive toward wellness' and recover from the detrimental experiences of poverty, racism, sexism and violence within their neighborhoods.

Since the program sites were partially funded by Medi-Cal, the County Children's Mental Health Department played an active role in this endeavor. All three day treatment centers provided assessment and individualized case management plans, on-site educational services, group meetings, and parent involvement, including individual-family and multi-family counseling, drug and alcohol interventions, recreational activities and social outings and events like family dinners and/or field trips. All three sites had probation officer involvement and partnered with local non-profit and county agencies to provide as-needed program elements for girls and their families.

Local Perspective of What Worked: Contra Costa County reported that the combination of intensive probation supervision, small school environments and mental health day treatment did – at least while the girls were in the program – reduce delinquency and enhance school attendance and school performance. Although probation officers observed probation violations and minor delinquent acts, the girls did not appear to engage in serious offenses while in the program. Participants were less likely to be arrested (for other than probation violations) than their counterparts in the comparison group and none received sustained felony petitions during their 4-6 months in day treatment. Participants also earned higher grade point averages while in the program than non-participants and called the Circle of Care school environments “superior” to those of their previous schools, saying they felt they received much more attention in the classroom and were more easily able to find the help they needed from school.

Although it was reported to be extremely difficult to accomplish, the interagency collaboration central to the Circle of Care program was ultimately determined to be effective in delivering high quality services to troubled girls and their families. Each multidisciplinary team needed to find common ground, understand one another’s often vastly different perspectives, come to respect these differences and learn to trust and understand one another. Over time, the County reported, true collaboration developed among the Circle of Care partners and many of these relationships continue after the Circle of Care program itself has ended.

In its final report, the County noted that the sites provided “a kind of haven in which girls [could] learn the benefits of ‘sisterhood.’ After initial resistance to ‘girls only’ programming, young women in the Circle of Care programs came to appreciate, even defend, the programs.” At the same time, the County indicated that its program would have been strengthened by an aftercare component to help solidify the gains girls made in the nurturing environments of the intensive day treatment centers and by the availability of gender-specific resources in the community to which girls and their families could be referred after day treatment.

Future Plans for the Program: Although Contra Costa County remains committed to intensive, gender-specific, community-based programming, the Circle of Care programs were very expensive and thus difficult to sustain in the absence of new funding sources. While the sites have closed their doors, STRIVE staff is working with the Mental Health Department to collaborate on providing mental health outreach and counseling services.

EL DORADO COUNTY

TRANSITIONAL REPORTING AND EDUCATION CENTER (TREC)

AMOUNT OF FINAL CHALLENGE II GRANT: \$ 707,825
COUNTY MATCH: \$ 325,224

EL DORADO COUNTY'S CHALLENGE II PROGRAM WAS A DAY REPORTING CENTER THAT COMBINED INTENSIVE SUPERVISION, A COMMUNITY SCHOOL AND DIRECT SERVICES FOR HIGH RISK JUVENILE PROBATIONERS TO DECREASE THE LIKELIHOOD THAT THESE YOUNG PEOPLE WOULD REOFFEND.

Type of Program: Center-Based Day Reporting/Day Treatment

Target Population: High risk juvenile offenders ages 10-17 at risk for incarceration or out of home placement. A total of 180 minors participated in the project.

Goals and Approach: The Transitional Reporting and Education Center (TREC) was a multidisciplinary program consisting of a 90-120 day center-based day reporting component followed by up to 10 months of field supervision. The TREC's goal was to reduce recidivism among high-risk juvenile offenders referred to the program by the South Lake Tahoe Juvenile Court.

The TREC conducted intake assessments, the results of which were used to tailor individual case plans to address identified issues. The TREC partners – the El Dorado County Probation Department, El Dorado County Office of Education and Tahoe Youth and Family Services (TYFS) – worked together to provide a range of services and activities, including an on-site school; after school programming; individual, group and family counseling; anger management and substance abuse counseling; life skills development; and community service/community work.

In addition to their previous involvement in the justice system, the TREC youth had serious problems at home and school. Thus, as noted in the County's final report, the TREC focused on the youths' needs for structure and treatment, seeking to deliver "the most services to the minors who evidenced the least likelihood of success," and documenting "tremendous gains" for many youth during their short period in the program. For example, El Dorado County reported that TREC participants showed real improvement in academic performance, with 88% achieving Cs or better while in the program and 83% getting Cs or better six months after leaving the program (compared to only 75% receiving C grades or better prior to involvement in the program). Further, at entry, 64% of TREC participants reported having had some level of involvement with drugs or alcohol; at the end of the TREC period, only 12% reported any drug involvement and at the end of the first follow-up period this reduced further to 8%. In addition, of those youth who came to TREC with felony convictions and completed the program, 42% fewer had a new law

violation than similar minors in the historical comparison group and there were 70% fewer returns to custody per minor than among similar minors in the historical group.

Local Perspective of What Worked: The ‘one-stop’ day reporting center model was an innovative approach for El Dorado County. In its final report, the County noted that this approach facilitated multi-agency cooperation, multidisciplinary assessment and weekly case management, all to the benefit of participating minors. Daily reporting also allowed for random and/or continuous drug testing as well as daily face-to-face contact with participants to help them remain drug free and to immediately identify and respond to those who did use drugs or alcohol. A progressive discipline process held minors accountable for their behavior with measured responses that helped adjust conduct while maintaining program continuity.

Among the most successful strategies, according to the County, was multi-agency case management with at least weekly team meetings among the probation officer, teacher and other staff to discuss progress and plans for each minor was very successful. Having one manager for the program also contributed to the collaborative effort; the Deputy Chief Probation Officer was said to have had “full support and commitment from each of the involved agencies to manage all staff, regardless of their employing agency and classification.”

Additionally, developing community partnerships, providing positive recreational opportunities and community service work for program youth and implementing non-traditional interventions such as music therapy were said to have helped TREC accomplish significant treatment goals.

Future Plans for the Program: El Dorado County continued the TREC program after Challenge Grant II funding. In addition, a grant from the Superior Court for drug court services has allowed TREC to partner with the El Dorado County Juvenile Drug Court to provide increased parent involvement and more intensive drug counseling for TREC participants. When the new South Lake Tahoe Juvenile Hall opens in the fall of 2004, TREC will provide related services for youth in, and being released from, that facility.

FRESNO COUNTY

YOUTH CHALLENGE COMMUNITY PROGRAM

AMOUNT OF FINAL CHALLENGE II GRANT: \$ 3,210,149
COUNTY MATCH: \$ 1,137,750

FRESNO COUNTY IMPLEMENTED A COLLABORATIVE, SCHOOL-BASED PREVENTION PROGRAM FOR YOUTH AT RISK OF ENTERING THE JUVENILE JUSTICE SYSTEM TO ENHANCE RESILIENCY AGAINST THE RISK FACTORS KNOWN TO CONTRIBUTE TO CRIME AND DELINQUENCY.

Type of Program: School-Based Prevention

Target Population: At-risk youth ages 10-14 in grades 5 through 8 who attended specified rural, urban and suburban schools. The treatment group consisted of 326 minors.

Goals and Approach: The Youth Challenge Community Program (YCCP) was a school-based collaborative intended to prevent young people from entering the juvenile justice system by providing wraparound services to them – and to their families. The YCCP focused on youth in selected areas of the County who were identified as being at risk of involvement in crime and delinquency due to family, school, substance abuse or other issues such as gang involvement. The Probation Department contracted with a number of community-based organizations, including the Boys and Girls Clubs of Fresno County, Alliant University/California School of Professional Psychology Service Center, Comprehensive Youth Services and Higher Calling Productions. The YCCP also relied on local law enforcement, County Children and Family Services, and school staff to facilitate relationship building and deliver specified services within the case management model. Multi-disciplinary teams led by a deputy probation officer provided tutoring, mentoring, individual and family counseling, family conferencing, anger management and other life skills training, crisis intervention, substance abuse education and counseling, parenting classes, home visits, interactive theatrical productions, recreation and other after school activities as well as evening and weekend events.

Local Perspective of What Worked: The YCCP was driven by the premise that youth want to succeed and that early and supportive intervention provides them with the tools to do so. The County reported positive outcomes for its efforts to improve school attendance and school performance as demonstrated by grades. The County attributed these successes to its use of family interventions, tutoring, individual treatment plans, and group contacts and relationships.

Fresno County also reported that the program's efforts to give underserved at-risk youth special attention, help with their homework, meaningful relationships with adults, positive interactions with other youth and engaging after school activities resulted in a surprising number of self referrals to YCCP. Many of the young people said the tutorial assistance with schoolwork was

the main reason they wanted to participate; others were particularly impressed with the interactive theatrical component of the program.

Future Plans for the Program: By virtue of Fresno County's allocation of funds from the Juvenile Justice Crime Prevention Act, the YCCP Program has not only been continued but also expanded.

HUMBOLDT COUNTY

NEW HORIZONS PROGRAM

AMOUNT OF FINAL CHALLENGE II GRANT: \$ 2,274,168
COUNTY MATCH: \$ 3,167,664

HUMBOLDT COUNTY SOUGHT TO REDUCE REOFFENDING AMONG JUVENILE COURT WARDS WITH MAJOR MENTAL HEALTH AND SUBSTANCE ABUSE PROBLEMS THROUGH A COMPREHENSIVE IN-CUSTODY AND AFTERCARE TREATMENT PROGRAM.

Type of Program: Mental Health Based In-Custody Treatment and Aftercare

Target Population: Court wards, ages 12-18, with major mental illness, learning disabilities, dual diagnosis for substance abuse and/or a history of serious neglect or abuse. The treatment group consisted of 109 minors.

Goals and Approach: The New Horizons Program sought to 1) remove hard-to-place, emotionally disturbed youth from the Juvenile Hall to a treatment-focused facility; 2) assess and treat the youths' social, emotional, behavioral and academic problems in an interdisciplinary setting using a variety of treatment modalities; and 3) help resolve their problems so treatment could continue in a less secure, community-based setting. To these ends, Humboldt County brought together professionals from the fields of probation, corrections, education, medical care, and mental health to deliver services needed by New Horizons youth. Among the intensive interventions delivered in the in-custody phase of New Horizon's treatment effort at the County's 18-bed Northern California Regional Treatment Facility were academic and vocational education through an on-site school; individual, group and family therapy; substance abuse treatment; and independent living and other skills training and counseling groups based on the Equip model. Each participant was also assigned an individual therapist and parents were strongly encouraged to attend regular family counseling.

After the 6-month secure treatment phase, youth were transitioned to a 6-month aftercare phase that included referrals to community-based treatment services and resources, work with the family and a Family Unity Team to develop an individualized transition treatment plan, and continued counseling with the program's mental health clinician. Particularly effective was the use of the County's Probation Alternatives in a Community Environment (PACE) day treatment program; PACE provided a structured day environment and was reported to be a valuable tool to help youth transition back into the community.

The County's qualitative and quantitative data suggest that, overall, the juveniles who participated in the New Horizons program made improvements in behavior and in attitudes related to family functioning, school achievement and substance abuse. As stated in the County's final evaluation report, "Participants in New Horizons had a considerably lower rate of

arrests, sustained petitions and institutional commitments during the intervention and follow up periods than did juveniles of similar risk levels in the historical comparison group.”

Local Perspective of What Worked: While staff acknowledged that maintaining an interdisciplinary team approach was challenging, it was also reported to be an essential part of the program’s success. Regular team meetings were said to have created a structure through which staff learned to respect each other’s areas of expertise and learn from each other in a dynamic and ongoing process.

Involving families throughout the process was also called essential to the program’s effectiveness. Family teams were credited with helping to facilitate youth’s transition to aftercare as well as aiding in family reunification and reintegration into the community.

Additionally, having a consistent mental health approach based on evidence-supported practices, utilizing the Equip skills curriculum and integrating these with the program’s educational services were said to have consistently reinforced New Horizon’s messages while allowing flexibility to accommodate participants’ individualized treatment plans.

Finally, holding community meetings with residents and providing special activities such as a local theater group’s improvisation workshop and the opportunity to cultivate an on-site vegetable garden were also deemed valuable. These activities were fun for the residents and generated rewarding experiences for a group of juveniles who, in many cases, had not previously learned to have a good time without using drugs or alcohol.

Future Plans for the Program: The New Horizons Program is continuing, using a combination of funds from the Juvenile Justice and Crime Prevention Act, SB 163 and Medi-Cal for its post-incarceration mental health services and covering the educational costs with average daily attendance funds through the Humboldt County Office of Education and Community Schools. PACE is still serving as one of the primary aftercare resources for juveniles in the program.

IMPERIAL COUNTY

TRUANCY ABATEMENT AND SAFE SCHOOLS PROGRAM

AMOUNT OF FINAL CHALLENGE II GRANT: \$ 987,589
COUNTY MATCH: \$ 464,824

IMPERIAL COUNTY SOUGHT TO REDUCE TRUANCY AND JUVENILE CRIME IN A HIGH RISK AREA OF THE COUNTY BY PLACING MULTI-DISCIPLINARY TREATMENT TEAMS ON SELECTED SCHOOL CAMPUSES TO PROVIDE IMMEDIATE INTERVENTION, CASE MANAGEMENT AND OTHER SERVICES TO JUVENILES WITH SCHOOL ATTENDANCE PROBLEMS AND OTHER AT RISK YOUTH.

Type of Program: School-Based Prevention

Target Population: Youth ages 9-17 in one of five schools in selected communities. A total of 318 youth participated in the project.

Goals and Approach: With a view toward reducing truancy and related juvenile crime, the Truancy Abatement and Safe Schools (TASS) Project created two multi-disciplinary treatment teams to identify, assess and engage at-risk youth in four school districts (five schools) in the communities of Calipatria, Niland and Westmorland. The teams, comprised of a probation officer, a drug counselor and the counselor from each school, delivered or linked participants to alcohol and drug counseling, mental health counseling, recreational opportunities, job training, parent education and other services as needed based on each youth's intake psychosocial interview/assessment and his/her resulting case plan. Contact was also made with youths' parents, employers or job supervisors during the intensive supervision period of up to 180 days and the less intensive, follow up period of up to 90 additional days. Those youth with substance abuse problems received group and individual counseling in addition to the alcohol and drug education classes provided all participants. Within the case management model, the treatment teams met weekly to review participant status, evaluate progress and identify new strategies; teams also met monthly with each youth and her/his family.

In its final report, the County described TASS as "a resounding success," noting that participants' rates of suspension and/or expulsion declined steadily and the number of participants performing at grade level steadily increased throughout the program. The County believes the TASS program had a strong positive impact on student performance, attendance and campus behavior as well.

Local Perspective of What Worked: TASS project personnel reported that having professionals – probation officers and substance abuse counselors – on school campuses provided the opportunity to create rapport with students and a more positive working environment for school staff. Maintaining a visible presence at the schools increased the credibility of the TASS team while minimizing the stigma of participation in a probation or counseling program. As noted in

the final report, “The word quickly got around [each] campus that the TASS project ... probation officers and other team members ... were approachable and could provide help for students.”

Imperial County also noted that establishing strong linkages and collaboration with resources in the target community and maintaining constant communication with the project’s evaluator were beneficial in facilitating the project’s success.

Future Plans for the Program: Thanks to the combination of a federal grant and funding through the Imperial County Office of Education Community Policing Partnership Program, services similar to those provided through TASS are being continued.

LOS ANGELES COUNTY

YOUTH/FAMILY ACCOUNTABILITY MODEL (YFAM)

AMOUNT OF FINAL CHALLENGE II GRANT: \$ 9,299,732
COUNTY MATCH: \$ 5,024,055

LOS ANGELES COUNTY UNDERTOOK AN AMBITIOUS AFTER SCHOOL DAY REPORTING PROGRAM FOR MODERATE TO HIGH-RISK YOUTH AT 12 SITES THROUGHOUT THE COUNTY IN AN EFFORT TO REDUCE CRIME, INCREASE ACCOUNTABILITY AND DECREASE COMMITMENTS TO CORRECTIONAL FACILITIES.

Type of Program: Center-Based Day Reporting/Day Treatment

Target Population: Wards, ages 12-17.5, with a court disposition of Home on Probation and at least one prior referral to probation. A total of 1,174 youth received program services.

Goals and Approach: The Youth/Family Accountability Model (YFAM) was conceived to fill an identified gap in services for moderate to high-risk wards with a court disposition of Home on Probation (HOP). YFAM's expressed goals were to reduce crime, increase accountability and reduce placement in correctional facilities. The program design sought to achieve these goals by providing a family-focused, strength-based, multidisciplinary continuum of services in conjunction with graduated sanctions, delivered through 12 Community Reporting Centers (CRCs) established as YFAM sites throughout Los Angeles County. Youth were expected to report to their neighborhood CRC daily, after school, for a three-hour period, during the 12-month duration of their probation orders. Bus passes were provided for those youngsters who lacked transportation, and families were encouraged to participate in selected center activities.

The Probation Department contracted with local 12 community-based agencies in areas with high levels of juvenile crime to operate and provide services at each of the CRCs along with Deputy Probation Officers assigned to the site. Each site provided homework assistance, tutoring, mentoring, recreation, substance abuse education, counseling, parental support and other services as needed. A risk/needs assessment was conducted on eligible probationers prior to random assignment to either the YFAM program or treatment as usual (regular supervision or a specialized HOP program), and those assigned to YFAM additionally received individualized needs assessment, which served as the basis for their case management plans as well as for the project's evaluation study's baseline data.

Local Perspective of What Worked: Los Angeles County felt the YFAM design was a valuable strategy in dealing with delinquent youth in the justice system. In its final report, the County indicated that the program "produced positive outcomes in crime reduction for its originally intended target offender population," and noted that "youth at higher levels of risk in general were more likely to benefit from the program." YFAM's positive effects were observed not only

during the period of day reporting but also through the year following the intervention; program wide, YFAM youth were 20% less likely to have an arrest or a sustained petition than the HOP offenders who shared similar risk factors and who comprised the comparison group. Within risk levels, the observed reduction in crimes was most pronounced among high-risk program participants.

In the YFAM design, the collaborative, multidisciplinary environment of the day reporting centers promised increased contact between delinquent youth and supervising adults, and that objective was most certainly met. An unintended consequence may have been that YFAM did not produce statistically significant reductions in placements among youth in the program. Program youth were “surrounded by supervising adults with close working relationships with DPOs,” thus more transgressions and violations of probation terms were detected. This situation, combined with the fact that the CRCs did not consistently or uniformly implement the schedule of graduated sanctions envisioned in the program’s design, resulted in more, rather than fewer, violations of probation, some of which led to a period of custody. “It should be noted,” the County says, “that some YFAM providers considered revocation to be a positive accountability activity...[in that it] took the youth who would have committed more crime off the streets before they could cause harm to potential victims and add cost to criminal justice system processing.”

Having community-based agencies provide services and operate the day reporting centers, executing the necessary contracts and establishing the 12 CRC service sites in areas with high levels of crime were considered notable achievements, high on Los Angeles County’s assessment of ‘what worked.’ These centers and the collaborative relationships forged between probation officers and local service providers not only contributed to the reduction in crime by YFAM participants, but also are credited with enabling such interventions as tutoring, mentoring, homework assistance, counseling and recreation to be provided to “more than 1,000 young offenders who would not have received this support on regular supervision.”

Future Plans for the Program: Although the YFAM project was terminated in December 2002 due to the lack of an ongoing funding source, many of the collaborative relationships with the CRC sites have continued.

ORANGE COUNTY

CO-ED RESPITE CARE PROGRAM

INDEPENDENT LIVING PROGRAM – FREEDOM LIES WITHIN YOU (FLY)

AMOUNT OF FINAL CHALLENGE II GRANT:	\$ 2,598,608
COUNTY MATCH:	\$ 1,300,490

ORANGE COUNTY IMPLEMENTED TWO PROGRAMS ADDRESSING PREVIOUSLY UNMET NEEDS OF JUVENILE PROBATIONERS. THE CO-ED RESPITE CARE PROGRAM PROVIDED EMERGENCY HOUSING AND SERVICES FOR PROBATIONERS ON THE VERGE OF REMOVAL FROM THEIR HOMES DUE TO FAMILY CRISIS. THE INDEPENDENT LIVING PROGRAM DELIVERED TRANSITION AND AFTERCARE SERVICES TO OLDER WARDS LEAVING THE JUVENILE INSTITUTIONS.

Program Name: CO-ED RESPITE CARE PROGRAM

Type of Program: Placement Avoidance

Target Population: Juvenile Court wards, ages 11-17, experiencing escalating family problems. The treatment group consisted of 118 youth.

Goals and Approach: Established to reduce the likelihood of out-of-home placements and/or future commitments to juvenile correctional facilities among adolescents on probation, the Co-Ed Respite Care Program consisted of two parts – a six-week residential component and three months of aftercare. The residential program, known as Amparo, provided the respite care and immediate crisis intervention out of a four-bedroom (6-bed) licensed group home operated by Orange County Youth and Family Services in the city of Tustin. After exiting the residential portion of the program, youth (and their families) were referred for aftercare counseling services aimed at identifying critical issues, prioritizing service delivery, linking youth and families to needed services, and providing support to families during the early stages of reunification.

Youth and their families had to be willing to participate voluntarily in the Co-Ed Respite Care Program, which was designed to focus on family reunification. When youth entered respite care, individual treatment plans were developed based on comprehensive intake assessments identifying major problem areas. Each week a multidisciplinary team consisting of representatives from Amparo, Probation and aftercare met to discuss weekly programming for educational, counseling, family, recreational, substance abuse, aftercare and other needed services. Counseling was the primary intervention offered by Amparo; family behavioral

contracts were developed and committed to prior to the youth's discharge from the residential portion of the program.

Whenever possible, Amparo staff arranged for the aftercare providers to meet the youth and conduct the initial aftercare session at the Amparo facility. This allowed the counselors an opportunity to communicate and coordinate appropriate aftercare plans for each individual family.

Local Perspective of What Worked: The County reported that creating successful collaborations between dedicated probation staff and caring service providers was a highlight of Orange County's Challenge II endeavor. Also identified as effective elements of the program were having an onsite probation presence at the residence operated by the contract provider and engaging family members by maintaining a flexible but firm policy on participation. Additionally, in its final report, the County credited the program's home-like atmosphere with helping youth feel comfortable in expressing their needs, and youth were said to have learned "the value of family relationships by practicing communication skills and interacting with parents while, at the same time, receiving respite services."

Future Plans for the Program: Faced with significant fiscal challenges, Orange County Probation and the Orange County Juvenile Justice Coordinating Committee felt there was no alternative but to close the Co-Ed Respite Care Program when the Challenge II grant ended in June 2003. However, insights gained from the program are being incorporated into the existing continuum of services wherever possible.

Program Name: **INDEPENDENT LIVING PROGRAM – FREEDOM LIES WITHIN YOU (FLY)**

Type of Program: Transition/Aftercare

Target Population: Wards, ages 16½-17¾, serving a commitment of 30 days or more, and who are willing and physically able to participate. The treatment group consisted of 118 youth.

Goals and Approach: Known as FLY (Freedom Lies Within You), the Independent Living Program was operated under the Institutional Services Division of the Orange County Probation Department to assist adolescents on probation in developing skills and support systems that would help them transition into adulthood. FLY sought to help young offenders obtain meaningful employment, enhance education and establish community support networks.

The six-month FLY intervention was divided into three phases that called for decreasing reporting requirements to coincide with the transition youth made when leaving the institution and returning to the community. The initial 45 days focused on assimilating participants into the program, assessing their individual needs and providing academic education, a variety of emancipation skill-related training modules and mental health counseling.

The second phase -- 60 days in duration -- was used to strengthen existing skills and prepare participants to return to the community and obtain employment. Most youth remained in custody during Phase II and continued to attend school at the program site. During this period, all program youth were paired with a mentor as they began spending more time with service providers and less with probation staff.

In the final 90 days of the program, activities were highly individualized, as participants were being released from custody and transitioned back into the community. At the end of the program, all juveniles were transferred into their regular schools; if they had completed their high school education or equivalent, they were encouraged to enroll in a trade program or vocational school. Job developers escorted youth on job searches, aided them in preparing for interviews, worked to help them secure employment and, once employed, continued to assist with job related support. At the end of Phase III, a graduation ceremony was held to recognize youth who had completed the program.

Local Perspective of What Worked: In addition to the collaboration between probation staff and service providers, Orange County reported that the most effective elements of the FLY Program were that youths learned the value of building trusting relationships with adults and were given opportunities for post-high school training and college. It was said to be particularly helpful for youth to have received a continuum of services ranging from practical assistance like transportation to interviews, to detailed training and preparation via mock interviews and job readiness experiences.

Future Plans for the Program: As with the Co-Ed Respite Care Program, the County was unable to continue the FLY Program due to the lack of funding but is incorporating insights gained from the project into the existing continuum of services.

SACRAMENTO COUNTY

INTEGRATED MODEL FOR PLACEMENT CASE MANAGEMENT AND TREATMENT (IMPACT)

AMOUNT OF FINAL CHALLENGE II GRANT: \$ 3,650,382
COUNTY MATCH: \$ 4,275,775

SACRAMENTO COUNTY PILOTED A COMPREHENSIVE ASSESSMENT PROGRAM FOR YOUNG OFFENDERS ORDERED TO PLACEMENT TO PRODUCE MORE EFFECTIVE PLACEMENT OUTCOMES AND REDUCE CROWDING IN THE JUVENILE HALL ASSOCIATED WITH YOUTH AWAITING PLACEMENT.

Type of Program: Placement Assessment (residential)

Target Population: Wards, ages 12-17, ordered to out-of-home placement for the first time.
The treatment group consisted of 429 youth.

Goals and Approach: The centerpiece of Sacramento County's Integrated Model for Placement Assessment Case Management and Treatment (IMPACT) program was a comprehensive, multi-disciplinary assessment to determine functional levels in criminality, education, psychology, social attachment, vocational skills, substance abuse, psychiatry, recreation and family dynamics of youth awaiting placement. Following a team meeting, each youth's assessment was used as the basis for a treatment plan that helped probation officers find the most appropriate placement, coordinate services with the placement staff, monitor treatment, and provide services to families with a view toward facilitating family reunification or participants' successful community reintegration after placement. IMPACT's goals were to 1) lower youths' placement failure and abscond rate and resulting juvenile crime; and 2) reduce the number of days juveniles ordered to placement spent in Juvenile Hall either awaiting placement or as a result of placement failure.

Youth with first-time placement orders who were determined to be eligible for IMPACT were transferred from the Juvenile Hall to the Sacramento Assessment Center (SAC), a 21-bed, non-secure, co-educational pre-placement facility operated by Quality Group Homes, Inc. as a Level 11 group home. Youth remained at SAC for four to eight weeks prior to placement. During their stays, participants attended the on-site school; received individual and group counseling; and engaged in placement readiness programming. The SAC is a collaborative venture between the Sacramento County Probation Department, Quality Group Homes, Inc., and the County Office of Education.

Local Perspective of What Worked: In its final report, Sacramento County credited the comprehensive assessment of minors and multidisciplinary team model with providing "a valuable mix of services and opportunities" that helped program participants have more successful, stable lives, while relieving pressure on an overburdened juvenile justice system. By identifying previously undetected mental health and behavioral treatment needs, and by placing the minor in the most appropriate "best fit" placement, improved placement outcomes were

documented. The County reported that IMPACT reduced the pre-placement average length of stay in Sacramento's Juvenile Hall from 33.6 days (slightly lower than the statewide average of 36.6 days) to 14.2 days, saving Sacramento County 8,322 Juvenile Hall bed days.

In addition to saving substantial pre-placement in-custody days, the program's positive outcomes include: fewer IMPACT youth were incarcerated in a commitment facility, a "dramatically lower" recidivism rate (half that of the comparison group), and an increase in academic scores. Significantly fewer placements were required and 50% more IMPACT youth were returned home following placement (vs. minors in the historical comparison group). Further, these improvements resulted in the IMPACT minors spending an average of 10.6 days less in custody as a result of placement failure. This represents a savings of 3,137 fewer days in custody.

The County also noted that contracting with Quality Group Homes, Inc. for the SAC resulted in streamlined decision-making. The self-contained assessment facility, which has school, probation and medical services on site, was considered a "major improvement" over other options, such as pre-placement detention in juvenile hall."

Small caseloads and dedication on the part of probation officers with expert knowledge of placement and assessment processes were also reported to have greatly contributed to the program's success.

Future Plans for the Program: Through careful restructuring and collaboration between Sacramento County Probation, Mental Health, Office of Education, and Quality Group Homes, Inc., IMPACT has been continued utilizing a combination of funding sources. The residential component of SAC is operating as a licensed group home. The assessment services component became certified as a Medi-Cal program contracted by the County Mental Health Department with Quality Group Homes, Inc. The Probation Department demonstrated its commitment by funding some services that were not Medi-Cal reimbursable but were deemed vital. Additionally, the IMPACT probation officers remain assigned to the program with few changes in responsibilities or caseloads.

SAN BERNARDINO COUNTY

PLACEMENT READINESS EVALUATION PROGRAM (PREP)

AMOUNT OF FINAL CHALLENGE II GRANT:	\$ 2,779,196
COUNTY MATCH:	\$ 1,743,530

SAN BERNARDINO TESTED A FOUR WEEK INSTITUTIONAL PROGRAM PROVIDING COUNSELING, EDUCATION, HEALTH SERVICES AND CASE MANAGEMENT TO HELP PREPARE HARD TO PLACE OFFENDERS FOR PLACEMENT, HELP FACILITATE SUCCESSFUL COMPLETION OF PLACEMENT AND HELP REDUCE PLACEMENT FAILURES AS WELL AS SUBSEQUENT ARRESTS AFTER PLACEMENT.

Type of Program: Placement Assessment (residential)

Target Population: Wards, male and female, ages 11-17, ordered to out-of-home placement. The treatment group consisted of 260 placement youth.

Goals and Approach: The Placement Readiness Evaluation Program (PREP) was designed to provide comprehensive services to hard to place young offenders, ordered to placement by the Court. Through its four weeks of assessment, counseling, education, health services, family involvement and case management in a placement-like setting within Juvenile Hall, PREP sought to prepare placement bound youth for successful transition to and completion of their placements. The program included an onsite school and operated through a multi-disciplinary team comprised of a therapist, probation officer, social worker, public health nurse and probation counselors. The team was responsible for assessment, family outreach and services and, in the aftercare component, provided continued services, for a year during and after placement, to program minors and their families.

In its final report, the County stated that it intended PREP “to break the placement – juvenile hall – re-placement cycle,” in order both to reduce costs of placement processing and juvenile hall bed days and to increase successful outcomes for youth, “to make minors and families self-sustaining.” One of the premises underlying PREP’s design was that the abrupt transition from custody in juvenile hall to placement could be a partial cause of some youths’ failure in placement; thus, PREP sought to help stabilize the youngsters, allowing them time to adjust to living in an atmosphere similar to that of many placements. Interviews conducted with program youth indicated program participants found this element of the program particularly beneficial.

Local Perspective of What Worked: While its research showed no statistically significant effects from the program, San Bernardino County observed that “one of PREP’s notable strengths was the ability to intimately observe pre-placement youth in a residential setting. ... PREP assessments provided updated and clearer pictures of the minor’s functioning in a structured

setting, e.g., family dynamics, treatment risks and needs, degree of criminality, motivation to change, and feasibility of family reunification.” Moreover, PREP was able to share “pertinent information with placement providers at the time they held pre-placement interviews, and also provided the Aftercare Unit with updated family dynamics prior to release from placement.”

PREP’s school program was also reported to have worked very well. This education component included a dedicated Special Education teacher who was credited with working creatively with a challenging population to address critical learning issues. This component also focused on life and social skills and incorporated videotaped mock placement and job interviews to help minors practice presenting themselves in a positive light.

Additionally, the County identified the multi-disciplinary team as one of the most successful elements of PREP, noting that its collaborative efforts far exceeded what any one individual could have achieved alone. Regularly scheduled case consultations between the program’s Probation Corrections Officers (PCOs) and the clinical therapist from Behavioral Health were considered very effective, as was the full time availability of the therapist for counseling with minors. San Bernardino reported that PREP’s “intense daily collaboration among the therapist, PCO’s, Supervising PCOs and the Family Outreach Team (i.e., the P.O. III, Social Worker, and Public Health Nurse) represented what ‘wraparound’ is all about. All key players entered each other’s worlds ...and effectively changed the culture from a detention unit to a dynamic treatment program.”

Future Plans for the Program: Due to financial constraints and operational difficulties, the PREP program was discontinued at the end of the Challenge II grant.

SAN DIEGO COUNTY

WORKING TO INSURE AND NURTURE GIRLS SUCCESS (WINGS)

AMOUNT OF FINAL CHALLENGE II GRANT: \$ 5,016,953
COUNTY MATCH: \$ 1,672,317

SAN DIEGO COUNTY CREATED A FAMILY-ORIENTED, STRENGTH-BASED PROGRAM THAT COMBINED HOME VISITS AND DAY REPORTING ACTIVITIES INTENDED TO SUPPORT AND EMPOWER AT-RISK GIRLS AND THEIR FAMILIES BY HELPING THEM ACCESS APPROPRIATE SERVICES.

Type of Program: Gender-Specific, Center-Based Day Reporting, Family Based, and Prevention

Target Population: Girls, ages 12-17½, with minimal involvement in the juvenile justice system, i.e., at risk or referred to Probation not more than 4 times. A total of 1,318 girls received services.

Goals and Approach: Working to Insure and Nurture Girls Success (WINGS) was a 9-month program with up to 6 months of aftercare. The program provided a comprehensive array of no-cost services through a multi-disciplinary model combining home visiting and center-based services. Intended to reduce the number of girls entering or continuing in the juvenile justice system, WINGS used an extensive community-based service network to provide services and raise participants' awareness of resources available in their communities. WINGS assigned a Home Visitor to eligible adolescent girls and their families; the Home Visitor assessed individual and family needs, developed strength-based case plans to enhance resiliency to delinquency, and provided linkage to needed services beyond those provided in the program's day reporting component.

While services were based on the girls' and families' needs, core services provided by each of the community-based organizations (Home Start in Central and East County, South Bay Community Services in South County and North County Lifeline in North County) included Mother Daughter Mediation, transportation to assist families in accessing services, and a variety of innovative gender responsive, center-based services to address such issues as academics, alcohol and other drug use, anger management and vocational/career support. Girls-only groups emphasizing cognitive skill building curricula, family group counseling and groups related to healthy lifestyles for girls were part of each day center's offerings required for graduation from WINGS.

Local Perspective of What Worked: San Diego indicated in its final report that the WINGS Program resulted in girls having more protective factors and fewer risk factors at exit than at intake, knowing more about available resources, being more successful in school, receiving health care and feeling safer at home, at school and in their neighborhoods. The girls

participating in this program were also more likely to successfully complete probation and less likely to have an institutional commitment than girls in the comparison group.

The County noted the importance of matching clients with appropriate service providers through the use of client assessment and case plan development. WINGS' multidisciplinary teams that included home visitors, team leaders, community members and probation officers ensured that services were comprehensive and family-centered, while the day centers were especially adept at consistently providing gender responsive curricula and interactions. Offering mental health, alcohol and other drug-related services helped to address the needs of many clients, and staff training on gender responsive services was said to have been important initially and throughout the course of the project.

Future Plans for the Program: WINGS, as implemented pursuant to Challenge II, ceased to exist as an independent entity; however, program components, including the provision of gender-specific services and home visits, have been incorporated into the County Probation Department's Community Assessment Teams program, which is a collaborative program that provides wraparound services to families with school age children who are at risk for involvement or further involvement with the juvenile justice system.

SAN FRANCISCO COUNTY

PROJECT IMPACT

AMOUNT OF FINAL CHALLENGE II GRANT: \$ 5,785,347
COUNTY MATCH: \$ 3,596,919

SAN FRANCISCO SOUGHT TO DEVELOP A SINGLE PROCESS THROUGH WHICH JUVENILE OFFENDERS OR HIGH RISK YOUTH WITH EMOTIONAL DISORDERS WOULD BE IDENTIFIED, ASSESSED AND PROVIDED A CONTINUUM OF FLEXIBLE, WRAP AROUND SERVICES.

Type of Program: Mental Health Assessment and Treatment; also Placement Related

Target Population: Juvenile offenders or youth at risk of entering the juvenile justice system, ages 11-17, with emotional disorders. The treatment group consisted of 402 young people.

Goals and Approach: Project Impact sought to improve screening and assessment and provide a continuum of wraparound, flexible services to young people who were multiple recidivists or at high risk for becoming multiple recidivists as a result of emotional disorders. Project Impact's primary partners in this collaborative endeavor were the Mayor's Office of Criminal Justice, the Juvenile Probation Department, Community Mental Health Services (CMHS), the Department of Human Services (DHS) and community based organizations, including the Bayview Hunter's Point Foundation, Chinatown Youth Center, Family Services Agency and Institution Familiar de la Raza.

The project consisted of several components. The *Comprehensive Assessment and Care Plan* element initially conducted assessments of youth admitted to Juvenile Hall and/or brought to the Community Assessment and Referral Center, first to determine eligibility for the project and then to determine the specific needs of those randomly assigned to the treatment group. This element subsequently became a comprehensive *Outpatient Mental Health Team* that served as a direct referral source for School Resource Officers dealing with middle and high school youth identified as needing mental health assessment, therapy and counseling. The *Outpatient Team* also referred youth to the appropriate Community Alliance Network provider for wraparound services based on each client's individualized treatment plan.

A *Placement Readiness* component of the Project worked to prepare youth for the placement environment while also addressing behavioral issues prior to placement. Additionally, the Placement Readiness unit identified treatment goals and sought the best placement match for each client. A *Mobile Support Team* was used to help reduce the number of placement failures by providing expanded support services in instances of psychiatric crisis for youth in either out-of-home or community-based placement.

Project Impact also developed a day treatment program for high school age youth, augmenting the Juvenile Probation Department's already established day treatment effort for probationers aged 13 and younger with emotional disabilities who might otherwise be sent to out-of-home placement. Day treatment provided intensive supervision, schooling, individualized educational support, after school activities, and mental health/substance abuse counseling, among other services.

An *intensive case management* element was provided through a pre-existing community based program, The Family Mosaic Project, which also delivered supervision and wraparound services to Project Impact youth. What was known as the Family Integrated Treatment Services unit was formed to assess and develop treatment plans and provide immediate therapy to high-risk offenders who entered the juvenile probation system.

Local Perspective of What Worked: Although noting in the final report that it was difficult to accomplish, interagency collaboration was credited with having "improved the juvenile justice system's ability to provide integrated mental health treatment services for juvenile justice youth" throughout San Francisco. Positive cross-system collaboration among probation officers, clinicians and Community Alliance Network managers was said to have resulted from giving the teams office space together and having them report to one senior manager at the Juvenile Probation Department. Case conferencing, case review and joint staffing to provide both community support and mental health services to youth and families were also deemed effective.

The dedication and willingness of line staff to work with an extremely difficult, high-risk population of youth and their families was identified as "perhaps the most significant and positive aspect of Project Impact." The alternative high school (Impact Community High School), which integrated academic coursework and clinical therapy in one setting, was also considered a "significantly positive step."

Future Plans for the Program: Although the program per se is over, crucial components of Project Impact are being continued through Juvenile Justice Crime Prevention Act funds, as well as local health department and federal Substance Abuse and Mental Health Services funding. These include the Impact Community High School, CANS agency service components (although at a reduced scale) and the Juvenile Probation Clinical Team. Moreover, Community Mental Health Services is integrating the role of the Outpatient Team into their Children's System of Care model.

SANTA BARBARA COUNTY

NEIGHBORHOOD ENRICHMENT WITH VISION INVOLVING SERVICES, TREATMENT AND SUPERVISION (NEW VISTAS)

AMOUNT OF FINAL CHALLENGE II GRANT: \$ 5,314,436
COUNTY MATCH: \$ 2,615,467

SANTA BARBARA SOUGHT TO EFFECT A MAJOR SYSTEM CHANGE BY IMPLEMENTING A FAMILY-FOCUSED, NEIGHBORHOOD-BASED SERVICE DELIVERY MODEL TO REDUCE CRIME, SUBSTANCE ABUSE AND OUT-OF-HOME PLACEMENT OF JUVENILES IN TARGETED FAMILIES IN SPECIFIC NEIGHBORHOODS. THE COUNTY ALSO SOUGHT TO ENHANCE COLLABORATION AMONG PRIVATE AND PUBLIC AGENCIES SERVING FAMILIES AND YOUTH.

Type of Program: Family-based, neighborhood-focused; Also Prevention; with a Restorative/Community Justice component

Target Population: Youth, ages 11-18, in the City of Santa Barbara who are at high risk, truant or on probation, and youth who have criminally involved, substance-abusing parents. The treatment group consisted of 352 youth.

Goals and Approach: Santa Barbara County tested the premise that realigning juvenile justice service delivery from a primarily single-client focus to a comprehensive neighborhood and family-based model would reduce crime and build resiliency against delinquency among high-risk youth who have a personal or family involvement in substance abuse. Additionally, the pilot was expected to reduce crime in the targeted neighborhoods, reduce out-of-home placements among youth in targeted families, and enhance accountability for service delivery as well as collaboration between private and public agencies. The NEW VISTAS program used neighborhood-based, interagency teams to provide services and supervision tailored to meet the needs of individual youth and members of their families, within a construct of case planning and case management.

NEW VISTAS emphasized the development of lasting relationships with positive peer and adult role models, building respect for cultural strengths and offering therapeutic programming in the areas of academic, recreational, social and living skills. Alcohol and drug services included treatment for family members with substance abuse impairment, prevention services for younger siblings and resources aimed at increasing family cohesion, competency and social support systems. NEW VISTAS also provided and/or directed participants to mentoring, anger management counseling, family mediation, parent education and support groups, mental health services, after school activities and linkage to existing services in the community. It further incorporated a neighborhood-focused restorative justice component, whereby young offenders worked with victims and the community to correct the wrongs resulting from their offenses.

Local Perspective of What Worked: Santa Barbara indicated in its final report that NEW VISTAS “successfully achieved the majority of its most significant goals in all three domains – targeted neighborhoods, youth and families, and the juvenile justice system.” The County attributed this success to interagency co-location and collaboration of services in a central neighborhood supervision team office and involvement of a broad network of committed agencies and resources.

Developing personalized treatment plans was also considered especially effective. The County reported that treatment planners’ efforts to connect and collaborate with youth and parents prior to the receipt of services helped establish supportive relationships and facilitate successful integration into the program. Family coaches helped build strong connections with services and provided ongoing communication. Culturally and gender appropriate orientations to service delivery were described as invaluable in sustaining client participation and enhancing the impact of interventions.

Moreover, the County reported that weekly case review meetings fostered interagency trust, teambuilding and collaboration that helped optimize treatment planning and service delivery. Consistent supervision and the inclusion of probation officers as active members of the treatment teams reinforced motivation and accountability for youth and families. The County expects that the benefits of these interagency contacts will remain after the end of NEW VISTAS.

Future Plans for the Program: While the NEW VISTAS program has ended, Santa Barbara County is using its Juvenile Justice Crime Prevention Act allocation to continue collaboration among community agencies in addressing the needs of youth and families and family-focused, neighborhood-based service delivery. The County is also continuing to use co-located treatment teams to assess probation families for alcohol and drug issues. The Probation Department’s partnership with the UCSB research team to further refine the Santa Barbara Assets and Risks Assessment tool is also ongoing.

SANTA CLARA COUNTY

ALTERNATIVE PLACEMENT ACADEMY (APA)

AMOUNT OF FINAL CHALLENGE II GRANT: \$ 3,541,894
COUNTY MATCH: \$ 2,618,231

A COMMUNITY ALTERNATIVE TO THE INSTITUTIONAL PLACEMENT OF JUVENILE OFFENDERS, SANTA CLARA COUNTY'S CHALLENGE II PROGRAM TESTED THE CONCEPT THAT AN INTENSIVE SERVICE-RICH PROGRAM IN THE LOCAL COMMUNITY WOULD BE LESS COSTLY AND PRODUCE BETTER OUTCOMES THAN THE EXISTING OUT-OF-HOME PLACEMENTS AVAILABLE TO SANCTION AND TREAT HIGH-RISK JUVENILE OFFENDERS.

Type of Program: Center-Based Day Reporting; also Placement Avoidance and Restorative/Community Justice

Target Population: Wards of the Juvenile Court, in 9th through 12th grades and under age 18, removed from their homes and committed to the Santa Clara County Juvenile Rehabilitation Facilities Program (ranches). A total of 298 youth received services.

Goals and Approach: The Alternative Placement Academy (APA), an option by which to sanction and treat serious delinquent youth in lieu of removing them from their homes and sending them to an existing placement, addressed what County research indicated were placement youths' long histories of significant loss, trauma and repeated failure resulting in serious educational, mental health and substance abuse problems. The program sought to develop participants' risk avoidance, protective factors and resiliency assets and to assist them in making pro-social choices. To be eligible for APA, minors – high school age wards ordered to the County's ranch program – had to have a stable residence with a parent or guardian who was willing to participate with the young offender in the program.

APA was an intensive day school providing academic education, supervision, leadership training, physical fitness and discipline, counseling and community service. Continuing the Probation Department's commitment to collaboration, APA involved a host of partners, including the California National Guard and such public agencies as the County Office of Education, County Alcohol and Drug Services, County Mental Health Services, County Health and Hospital Systems, the Public Defender's Office and the East Side Union High School District. Community-based organizations participating in APA were the Alum Rock Counseling Center, California Youth Outreach (CYO), the Cathedral of Faith, Emmanuel Baptist Church and National Hispanic University. Under the direction of the Probation Department, these partners provided comprehensive, coordinated services focused on the three key goals of Restorative/Community Justice – developing youths' competencies, providing community protection and holding young offenders accountable to repair the harm their offending had caused to themselves, their families, their victims and the community.

Local Perspective of What Worked: Santa Clara County reported that APA's ability to work with offenders while at home, highly structured school day, National Guard component, teamwork and immediate services and sanctions were its most productive elements. APA's design was said to have enabled the program to reduce recidivism for new crimes, help offenders complete probation and court ordered community service, enhance participants' school success and improve their personal as well as family functioning.

Moreover, on a per day basis, the program was reported to have cost almost 50% less than the County's ranches. While the intensity and length of the program (7 months as compared to the ranch program's 4 month maximum) resulted in a higher overall cost per youth, the County called this "an investment for the long term," and suggested in its final report that APA youths' fewer sustained petitions and fewer instances of re-incarceration could result in the program's having produced "\$300,000 to \$1 million in cost savings per 100 youth served."

Santa Clara County credited APA's National Guard personnel with providing structure, leadership development, physical education and discipline for program participants as well as effectively responding to problems as they arose. National Guard staff's ability to discipline and teach at the same time was said to give "respect and dignity back to the students." The County also reported that the flexibility and open approach taken by APA probation officers was key to meeting clients' needs, and the fact that program staff were located together in a common office and operated as a cohesive team allowed the APA to be strong, flexible, adaptive and multi-dimensional in its effectiveness.

Future Plans for the Program: The Alternative Placement Academy, which was funded for the 2004 budget year using a combination of General Fund, School District and Juvenile Justice Crime Prevention Act monies, is expected to continue to operate at its reduced capacity of 40 youth for the foreseeable future.

SANTA CRUZ COUNTY

PLACEMENT ALTERNATIVES RESOURCES FOR KIDS (PARK)

AMOUNT OF FINAL CHALLENGE II GRANT: \$ 3,968,731
COUNTY MATCH: \$ 2,040,802

IN ITS ONGOING EFFORTS TO AVOID LONG-TERM, RESIDENTIAL PLACEMENTS, SANTA CRUZ COUNTY DEVELOPED A DAY TREATMENT PROGRAM FOR WARDS WHO WERE AT IMMINENT RISK OF OUT-OF-HOME PLACEMENT. THE SANTA CRUZ CHALLENGE II PROGRAM COMBINED ACCOUNTABILITY WITH COMMUNITY-BASED PUBLIC AND PRIVATE INTERVENTIONS AND COUNSELING SERVICES TO SAFELY AND COST EFFECTIVELY MAINTAIN HIGH-RISK YOUNG OFFENDERS IN THE COMMUNITY.

Type of Program: Center-Based Day Reporting; Also Placement Avoidance

Target Population: Juvenile probationers, ages 13 – 17, at imminent risk of out of home placement, with issues including substance abuse, family conflict, school failure and/or criminal conduct. A total of 153 youth received services.

Goals and Approach: The Santa Cruz County Probation Department established Placement Alternatives Resources for Kids (PARK) to add a day reporting approach to its two existing placement avoidance efforts, one of which was a short-term residential model (i.e., the Strength-Based Treatment and Recovery, or STAR, program) and the other a case management-based community program known as GROW. Without a county camp or ranch, Santa Cruz found it especially important to develop ways other than what it described in its final report as “costly group homes, both in and out of county,” to deal with the complex needs of juvenile offenders detained post-adjudication and requiring out of home placement.

PARK operated out of day treatment centers in Watsonville in south Santa Cruz County and the city of Santa Cruz at the County’s northern end. Both centers sought to address the pressing social, family, treatment and behavioral needs of high-risk, serious and chronic juvenile offenders through a cost efficient, integrated service delivery system in a community setting. With a primary goal of minimizing the incidence and impact of crime in the community, PARK delivered counseling, education, job/vocational skill enhancement and independent living skills, along with case management and intensive monitoring.

Minors became eligible for random selection into PARK or the comparison program, once the Court made an order for Placement Prevention Services. Shortly after the minor entered PARK, a comprehensive assessment was performed and an individual case plan was developed with the input of the minor and her/his family. Over the course of the three-month program, offenders’ on-site interventions might include tutoring, group counseling, substance abuse treatment, acupuncture detoxification services, victim awareness education, community service, and

recreational activities in addition to classroom education. Families participated in parenting and multi-family groups as well as on-site community social gatherings.

Local Perspective of What Worked: The strengths of the PARK approach were reported to have been having a physical site to which youth came, communication with a multi-disciplinary team, a safe environment, structure, daily probation contact, the on-site schools and sharing meals. Santa Cruz reported that day treatment provided a family-like environment, where youth felt nurtured, cared for and appreciated. Moreover, researchers said the extended day treatment program provided many structured activities and occupied youths' time in socially acceptable, rather than delinquent, pursuits. PARK exposed its participants to recreational and other social activities that previously had not been accessible to them, such as camping, hiking, bicycle riding and trips to San Francisco.

Students were said to have done better in school as a result of the individualized attention they received in small classes and the fact that they "eventually realized showing up to school on a daily basis was a better option than facing consequences from a probation officer." In its final report, the County noted that some of PARK's counselors "specialized in getting kids back into the school system from which they had once been banned."

Future Plans for the Program: Although this program has been discontinued, the Probation Department is seeking funding to provide wraparound services at one of the former PARK facilities, and intends to reorganize its Placement and Placement Prevention units using some of the lessons learned from PARK, if that funding is forthcoming.

SOLANO COUNTY

SOLANO COUNTY COMMUNITY PROBATION (ICAP) AND SOLANO COUNTY PROBATION DAY REPORTING CENTER (DRC)

AMOUNT OF FINAL CHALLENGE II GRANT: \$ 1,699,934
COUNTY MATCH: \$ 693,443

SOLANO COUNTY PRODUCED TWO PROGRAMS – ONE PROVIDING SCHOOL-BASED INTENSIVE SUPERVISION FOR HIGH-RISK PROBATIONERS AND THE OTHER PROVIDING AFTER SCHOOL SERVICES IN A DAY REPORTING CENTER FOR PROBATION VIOLATORS AND YOUTH RETURNING TO THE COMMUNITY AFTER DETENTION.

Program Name: **SOLANO COUNTY COMMUNITY PROBATION (ICAP)**

Type of Program: Intensive Supervision; Also School-Based

Target Population: Youth, ages 14 – 17, first time wards of the court on probation for serious/violent offenses or chronic probation violators. The treatment group consisted of 70 youth.

Goals and Approach: Solano County Community Probation (ICAP) was a school-based, intensive supervision program intended to prevent repeat offending and improve behavior and performance in school for high-risk probationers and probation violators. Six months to a year in length, depending on the needs and progress of the individual minor, ICAP included comprehensive assessment; development of an informal Individual Educational Plan; tutoring; recreation; and participation in a substance abuse prevention program involving conflict resolution, self-esteem and peer relationship education as well as work on substance abuse issues. Counseling, monthly family meetings, weekly attendance at what was called Daily Life Skills group; and participation in a ROPES course were also part of the curriculum. Youth who met program requirements were eligible for field trips, which were built into ICAP as incentives for positive behavior in school and in the community.

ICAP's two probation officers served as case managers, met regularly with school counselors and school resource officers, and coordinated the multidisciplinary efforts of the program's partner agencies. The ICAP partners were Vallejo High School, the Vallejo Police Department, Vallejo Police Athletic League, Vallejo City Unified School District, Solano County Court School, Continental of Omegas Boys and Girls Club, Filipino American Social Services, Catholic Social Services, Solano County Adolescent Resources Network and Kaiser Permanente, for counseling.

Local Perspective of What Worked: In its final report, the County indicated that Probation officers working as a team was considered “extremely beneficial,” as the approach was said to have ensured that all participants received similar services, enhanced communication and supervision, facilitated family involvement and allowed for ongoing monitoring of all aspects of each offender’s treatment plan. The County also reported that ICAP’s efforts to improve academic performance were fruitful, noting that participants’ school attendance improved, there were fewer expulsions for misbehavior and fewer criminal offenses on campus; moreover, six students graduated from high school or obtained their GEDs during their time in the program.

Particular credit was accorded to the ROPES Course, designed to promote teamwork and confidence, and to the Anger Management Group conducted on site after school by a therapist contracted to ICAP. These efforts and the Life Skills Group were said to have helped program youth move toward more positive decision-making and less criminal and drug-related behavior.

Future Plans for the Program: Solano County is continuing ICAP in its South County area, with some modifications. The County has also implemented a spin-off called the Intensive Community Intervention Program in the North County, using some of the experiences gained from ICAP.

Program Name: **SOLANO COUNTY DAY REPORTING CENTER (DRC)**

Type of Program: Center-Based Day Reporting/Day Treatment; Also Transition/Aftercare

Target Population: Youth, ages 13-18, on probation, who had violated probation and/or those exiting the Juvenile Hall to general probation caseloads. A total of 116 youth received services.

Goals and Approach: Solano County’s Day Reporting Center (DRC) was designed as an intermediate sanction to provide structured after school services for juveniles returning to the community from detention, those on probation and/or those who had violated terms of their probation and were at risk of being returned to detention. The DRC sought to help minors adjust to the conditions of probation so they could safely return to, or remain in, the community crime free. The DRC was operated by an organization known as Leaders in Community Alternatives (LCA) under a contract from the Probation Department. Youth in the program were supervised by a probation officer who monitored their progress at the center, in school, at home and in the community and linked youth and their families to appropriate community resources according to their specific needs.

During the approximately 90-day DRC program, probationers participated in treatment groups and activities including educational support, counseling and guidance to encourage compliance with Court orders. The program provided a formal CASI assessment; individualized treatment plans; drug testing; individual, group, family and vocational counseling; parent support groups; daily structured groups covering such topics as substance abuse, anger management, health education, victim impact awareness, communication, life skills and gender specific issues; and community service to empower youth to make positive choices and develop the necessary skills to maintain pro-social lifestyles.

Local Perspective of What Worked: In its final report, Solano County said that it found a structured program from noon to 8 p.m. to be particularly effective in managing the target population, and noted that being able to transport participants to the program and having meals on site were added benefits. Most important to the Day Reporting Center, the County said, was having a dedicated “staff who genuinely cared for the kids and were responsive to their needs.” Further, the County noted that “A constant adult figure that the kids could count on,” also had “a tremendous impact,” as these adults were able to follow up on participants’ academic work as well as their medical needs. Group and individual counseling were also considered effective components.

Future Plans for the Program: Solano County’s Challenge II Day Reporting Center Program ended due to a lack of funding and the program’s inability to generate the projected number of participants for the Challenge II study. However, Solano County reported that the concept and program design were duplicated in South County, in a day reporting center opened in Vallejo in 2001 using Juvenile Justice Crime Prevention Act funding.

STANISLAUS COUNTY

FAMILY ORIENTED COMMUNITY UTILIZATION SYSTEM (FOCUS)

AMOUNT OF FINAL CHALLENGE II GRANT: \$ 1,921,497
COUNTY MATCH: \$ 997,990

RESEARCH INDICATES THAT YOUNG PEOPLE WHOSE PARENTS ARE INVOLVED IN THE CRIMINAL JUSTICE SYSTEM ARE AT GREAT RISK OF BECOMING DELINQUENT THEMSELVES. TO ATTEMPT TO STEM THIS GENERATIONAL LEGACY, STANISLAUS COUNTY IMPLEMENTED A COMPREHENSIVE, ASSESSMENT-BASED, FAMILY-ORIENTED PROGRAM TARGETING THE CHILDREN OF ADULTS ON PROBATION.

Type of Program: Family Based; Also Prevention

Target Population: Children and youth, ages birth to 18 years, with a parent or parents on felony probation. The treatment group consisted of 449 juveniles and their families.

Goals and Approach: The FOCUS program had four main goals. First, it sought to reduce the incidence of children of probationers coming to the attention of law enforcement or Child Welfare Services. Second, it intended to reduce the likelihood that these children would require out of home placement. Third, it attempted to decrease family violence and substance abuse. Finally, it sought to enhance resiliency factors for children whose parents were on probation. To accomplish these goals, FOCUS employed a collaborative partnership of service providers that included County Behavioral Health and Recovery Systems (BHRS), Child Welfare Services (CWS), the Health Services Agency (HSA), Probation and the faith community to assess and address the needs of all members of the families of adult probationers with children under the age of 18 living in the home.

The FOCUS Probation Officer acted as case manager, overseeing the program's family-based approach and coordinating services to address the needs of each family member. Assessment of each individual and the family as a unit led to the development of family and individual treatment plans addressing such key risk domains as substance abuse, health and mental health, housing, transportation, academic performance and child abuse or neglect.

Treatment plans might include residential and/or out patient interventions for substance abuse; immunization information and transportation to medical appointments to improve the health of FOCUS children; and/or incentives and rewards for school attendance and performance. Mental health sessions with a clinician might be included for infants with bonding and attachment problems, for teens with anger issues, depression or sexual victimization and/or for adults with

any of a range of mental health problems. Recreational activities and field trips were available to FOCUS youth, and family members were encouraged to attend.

CWS might be called upon to assist with paperwork for Temporary Aid to Needy Families (TANF) and Healthy Start insurance forms. CWS also provided financial support for housing deposits and rent, food, diapers and other necessities. Families identified as at risk for abuse or neglect were referred to the Social Worker who might focus on parenting skills, family support, developing communication, counseling and/or foster care to deal with these high risk families. In short, FOCUS sought to reduce crime and delinquency by employing a variety of as-needed services and resources to build youths' resiliency and strengthen family functioning.

Local Perspective of What Worked: In its final report, the County credited intensive supervision with enabling FOCUS staff to become very familiar with each family and to work with family members to develop, implement and monitor the comprehensive treatment plan. The effectiveness of intensive supervision and resulting relationships between staff and family members also were credited with positive outcomes, including fewer arrests among both FOCUS adults and FOCUS youth than their counterparts in the program's comparison group.

Stanislaus County noted that the program's multidisciplinary teams and their regular team meetings produced optimum services to impact the full range of participants' identified needs. The final evaluation report also pointed to the fact that FOCUS' staff "was comprised of White, Black, Asian, and Hispanic employees, males and females, and staff with alternative life styles." This was credited with providing "the opportunity for staff to learn about the perspectives of their clients from their co-workers. Clients benefited by receiving services from staff that respected their history. ... Language barriers were almost never an issue."

Expedited substance abuse treatment at the Nirvana Center was considered particularly effective in that it got FOCUS clients into a 28-90 day program the day of the intake assessment rather than after the long delay generally experienced by those put on waiting lists. The County also attributed significant benefits to the fact that program youth – many of whom had never been out of the county – were able to experience camping at a YMCA facility and field trips arranged by FOCUS staff. These program activities were said to have provided valuable incentives and educational experiences for children and positive interactions among members of the program's families.

Future Plans for the Program: Much to the disappointment of staff and families, FOCUS was forced to discontinue services at the end of September 2002 due to budgetary problems.

TEHAMA COUNTY

TEHAMA COUNTY RESTORATIVE JUSTICE PROGRAM

AMOUNT OF FINAL CHALLENGE II GRANT: \$ 1,079,536
COUNTY MATCH: \$ 744,067

TEHAMA COUNTY SOUGHT TO DELIVER SWIFT COMMUNITY RESPONSES TO ILLEGAL BEHAVIORS, PROVIDE IMMEDIATE INTERVENTIONS AND, AT THE SAME TIME, TEACH YOUTH ON PROBATION FOR SERIOUS OFFENSES TO BECOME RESPONSIBLE FOR THEIR ACTIONS BY REQUIRING THEM TO MAKE AMENDS, PAY RESTITUTION AND APOLOGIZE TO THEIR VICTIMS

Type of Program: Restorative/Community Justice; Also Intensive Supervision

Target Population: Youth, ages 10 - 18, referred to probation two or more times for serious offenses and/or probation violations. The treatment group consisted of 143 juveniles.

Goals and Approach: In an effort to create an intermediate sanction for youth whose offenses were too serious for placement in first time offender programs but not serious enough to necessitate secure confinement, Tehama County implemented the Restorative Justice Program to provide intensive services to this population. A multi-disciplinary team including a therapist, probation officers and a law enforcement officer worked with Program youth and their families to provide immediate intensive interventions and to link them with community and county collaborators for counseling, educational services, family support, parenting classes, mental health services, recreational opportunities and drug and alcohol programming, as needed.

In its final report, the County described the goal of the Restorative Justice Program as deterring further delinquency by more serious young offenders through the “successful completion of individual treatment plans ... coupled with successful victim restitution.” The intention was to provide a range of services to program youth and their families to enable offenders to leave the juvenile justice system more capable of leading productive lives than when they entered. In keeping with the three key elements of restorative justice, the program focused on community security, accountability and competency development. Program youths’ time and energy were directed into productive activities, including participation in restitution, community service and victim/offender mediation. Educational and other services were employed to help youth develop skills, interact positively with adults, earn money and demonstrate publicly that they were capable of productive, competent behavior.

Program youth were required to take four hours of classes dealing with empathy for victims and to participate in a Community Justice Conference in which the offender and her/his victim or a community representative discussed the offense and its ramifications. After these conferences, a Treatment and Restorative Justice Plan (TRJP) was developed for each youth, with input from the offender, her/his family and the victim or community representative. Detailing the

consequences for the offense and competencies needed by the youth to prevent further delinquent behavior, the TRJP was the individualized road map each youth followed to make amends to the specific victim and/or the community and to comply with other requirements and elements of the agreement. Minors were also referred to needed services and monitored for progress throughout the approximately seven-month Restorative Justice Program.

Local Perspective of What Worked: Tehama County reported that the Restorative Justice Program effectively brought together new services for more serious juvenile offenders and produced system change in the way these probationers were treated. The Program also provided victims “with opportunities to address their offender, hear the offender’s apology and have their losses redressed in an agreed upon manner.” Intensive supervision within the restorative justice framework was said to have served as a deterrent to further misconduct, a positive force in young people’s lives, and a viable delivery system for competency building as well as restoration of victims and the community.

Random Saturday visits to youths’ homes and twice-weekly staff meetings were credited with enabling program effectiveness, as was having an experienced facilitator and mediator for the Victim Empathy Classes and the Community Justice Conferences. The therapist/facilitator was said to have made these central elements of the Restorative Justice Program meaningful and productive for both victims and offenders. Finally, the evaluation noted that collaboration among county agencies and between county and community organizations not only ensured that needed services were available to Program youth and families, but also produced widespread local support for this innovative approach to intervening with serious juvenile offenders.

Future Plans for the Program: The Restorative Justice Program ended at the close of the Challenge II grant period. Nonetheless, the County indicates that the program continues to have an effect because the judges have implemented peer courts that maintain a restorative/community justice orientation in Tehama County’s juvenile justice system.

APPENDIX D

Detailed Discussion of Statewide Research

COMMON DATA ELEMENT STATEWIDE RESEARCH: STATEWIDE EVALUATION FINDINGS

The Legislature intended for the Challenge Grant II Programs to be demonstrations of the effectiveness of juvenile crime-reduction approaches. The Board of Corrections was charged with the responsibility for designing research to evaluate the Programs' impact on the rate of juvenile offending, as well as the rate of successful completion of probation, restitution and court-ordered community service obligations (Legislatively mandated outcome variables). To satisfy this mandate, a local research design was required for each program, and a statewide research design was developed involving the combining of the local data into an aggregated statewide database.

All of the programs were evaluated using sophisticated research designs.⁸ Nine of the local evaluations employed a true experimental design, wherein eligible juveniles were randomly assigned to the Challenge Grant II Program (treatment group) or to standard services (comparison group). Another eight local evaluations incorporated quasi-experimental designs using a matched, rather than randomly assigned, comparison group.

This chapter focuses exclusively on the statewide evaluation, which had two unique advantages: 1) the aggregated data could lead to wide ranging conclusions that would have statewide implications, and 2) the larger sample sizes greatly increased the statistical power of the investigation, thereby increasing the chances of isolating and identifying important program effects. Those interested in reviewing the project-specific studies are asked to contact either the Project Manager or the Evaluator and request a copy of the final project report (*see Appendix E – Challenge Grant II Contact List*).

The goal of the statewide research was to assess “what worked” in terms of the aggregated data from the local programs that could meet the criteria for participation in the statewide analysis. Ten of the 17 Challenge II programs met the criteria that are discussed below. The ten programs that were included in the statewide research had the following factors in common (although local programs differed with regard to the emphasis placed upon individual factors; the local program summaries describe, in detail, the specific interventions that defined each program). The factors in common included:

- An identification of any gaps in needed services that might serve to reduce offending among juveniles, and the filling of those gaps with necessary services.
- A thorough and multidisciplinary assessment of the needs of each juvenile in the program.
- A tailor-made treatment plan for each juvenile.
- Services in many forms (e.g., training, counseling) to deal with identified issues.
- An identification, and design, of interventions for: 1) problems related to alcohol and drug abuse, 2) family issues that might contribute to juvenile dysfunctional behavior,

⁸ Rigorous evaluations were not completed for the two programs that were discontinued when fourth year funding was dramatically reduced.

3) school achievement or school behavioral problems, and 4) mental health issues that require professional assistance.

- Family involvement in addressing and correcting each juvenile's problems.
- More intensive supervision and more interaction with probation department staff than traditional probation offers.
- A faster response to warnings of relapses in behavior or actual relapses in behavior.
- Responses to warnings of relapses in behavior or actual relapses in behavior that take into account the initial assessment of the juvenile.

It is possible that some juveniles in traditional probation would receive a subset of the above interventions, but rare for a juvenile to receive all of them with the comprehensiveness and intensity provided by the Challenge programs. Therefore, comparing the results for traditional probation with Challenge II program interventions provides a good test of whether the Challenge programs work.

OVERVIEW OF APPROACH TO DATA COLLECTION

In addition to the locally determined research model, each demonstration project collected data for a uniform set of variables called Common Data Elements (CDE's). The variables and variable definitions were developed as a collaborative effort among the program managers, program researchers, and the Board of Corrections staff. In addition to providing information about program participants (e.g., dates of program entry/exit, age, gender, and risk factors), the CDE variables provided information about juvenile-participant behavior during the program and in three six-month post-program follow-up periods: 0 to 6 months, 7 to 12 months and 13 to 18 months. Counties submitted CDE files to the Board on a semi-annual basis throughout the course of the Challenge Grant II Program.

Juveniles who participated in the research were assigned to either a Challenge program or standard services (most often traditional probation). In the remainder of this chapter, juveniles who participated in a Challenge II program are referred to as "treatment" subjects. Those assigned to standard services are designated "comparison" subjects.

STATEWIDE RESEARCH SAMPLE

The data for certain programs or juveniles were excluded from the statewide evaluation. Two programs were not included because of the non-comparability of the treatment and comparison groups, as noted by the authors of the local evaluations, and/or other unavoidable circumstances cited by the authors as contaminating the local evaluation findings. Another program was similarly excluded because of program implementation issues that confounded the research design. Three programs were excluded because none or almost none of the juveniles had any prior involvement in the criminal justice system, and their primary program focus was not on curbing criminal conduct. Thus, there was no expectation that these programs would have a significant influence on the indicators of criminal conduct that were the focus of the statewide evaluation.⁹ A final program was excluded because the comparison group did not receive standard services, but rather the same services as the treatment group, but via a different delivery

⁹ Two of these programs were school programs aimed at improving academic performance and behavior. The majority of the juveniles were middle school students.

model. Because of the focus in the statewide evaluation on the behavior of program participants upon exit from the program, all remaining cases were included only if they had completed the first 6-month follow-up period after program exit. Finally, some cases were excluded:

1. if they were unable to receive complete program services through no fault of their own (e.g., they moved from the area); they received less than 30 days of service, or they had no prior criminal justice history (and thus would not be expected to offend in the future).
2. because they were cited in the local evaluation reports as not receiving a meaningful dosage (the full program as intended) of the desired treatment.

Table 1 shows the influence of each of these steps in arriving at the final CDE database of 3959 juveniles. The 10 programs represented in the final database are very diverse.

Table 1. Reductions In Original CDE Database

DATABASE COMPONENTS	Number of Programs Remaining	Number of Juveniles		
		Treatment	Comparison	Total
Initial Database	17 ¹⁰	5106 ¹¹	3829	8935
Exclude Programs – Non-Comparable Treatment and Groups	14	4368	3510	8078
Exclude Program - Comparison Group Didn't Receive Standard Services	13	4498	3458	7956
Exclude Programs – No Criminal Justice History	10	3405	2388	5793
Exclude Juveniles – No Meaningful Treatment Dosage Per Local Evaluation	10	2902	2124	5026
Exclude Juveniles - Did Not Complete First 6-Month Follow-Up Period	10	2365	2034	4399
Exclude Juveniles – Failed to Complete Program Through No Fault of Their Own	10	2196	2012	4208
Exclude Juveniles – Less than 30 Days in Program	10	2169	1971	4140
Exclude Juveniles – No Criminal Justice History	10	2042	1917	3959
Final Database	10	2042	1917	3959

¹⁰ Final CDE research files were not submitted for the two programs that were terminated as a result of loss of fourth year funding.

¹¹ An additional 1,408 youth received treatment services but were not part of the program evaluation research (and thus were not included in the county CDE files submitted to the Board).

Two were gender-specific programs (all female); two were residential programs; two were day reporting/day treatment programs; two were alternative to placement programs; one was a restorative justice program and one was a family-based intervention program.

The characteristics of the juveniles comprising the final database are summarized in Table 2.

Table 2: Background Characteristics of Juveniles in Final Database

		Treatment (N=2022-2042)	Comparison (N= 1719-1917)	Total (N=3754-3959)
Mean Age		15.74	15.68	15.71
Gender*	Female	38.4%	43.8%	41.0%
	Male	61.6%	56.2%	59.0%
Primary Race/Ethnicity	African American	19.7%	22.2%	20.9%
	American Indian	1.6%	1.4%	1.5%
	Asian	3.1%	3.9%	3.5%
	Filipino	1.7%	1.5%	1.6%
	Hispanic	44.6%	41.3%	43.0%
	Pacific Islander	0.8%	0.5%	0.7%
	White	27.2%	27.9%	27.6%
	Other	1.3%	1.3%	1.3%
At School Grade Level**	Yes	53.5%	57.1%	55.1%
	No	43.8%	38.9%	41.6%
	Does Not Apply	2.7%	4.0%	3.3%
School Attendance Problems***	Yes	49.7%	50.2%	49.9%
	No	46.3%	47.7%	47.0%
	Does Not Apply	4.0%	2.1%	3.1%
Self-Reported/Documented Abuse and/or Neglect**	Yes	24.7%	18.6%	21.7%
	No	37.5%	35.4%	36.5%
	Unknown	37.9%	46.0%	41.8%
Drug Problem**	Yes	54.1%	48.5%	51.4%
	No	44.0%	46.1%	45.0%
	Unknown	1.9%	5.4%	3.6%
Alcohol Problem**	Yes	44.7%	39.8%	42.3%
	No	51.3%	53.7%	52.4%
	Unknown	4.1%	6.5%	5.3%
Gang Member/Associate**	Yes	25.1%	21.4%	23.3%
	No	72.2%	74.3%	73.2%
	Unknown	2.6%	4.2%	3.4%
Currently 602 Ward		74.3%	71.6%	73.0%
Sustained Felony		42.1%	40.0%	41.1%

*p<.05 (Chi-Square); **p<.01 (Chi-Square); ***p<.005 (Chi-Square)

Females comprised 41% percent of the sample. Approximately half of juveniles in the sample were performing at school grade level (55.1%), and 49.9% were reported as having school attendance problems. About half of the juveniles were identified as having drug problems (51.4%), and a slightly smaller percentage were reported to have alcohol problems (42.3%).

Approximately one fourth of the juveniles were reported as being gang members/associates (23.3%), and a similar percentage self-reported or had documented instances of abuse and/or neglect (21.7%). Approximately three-fourths were 602 wards at program entry (73.0%), and a significant number had a sustained felony (41.1%).

As noted in Table 2, there were a number of statistically significant differences between the treatment group and comparison group juveniles. The higher percentage of females in the comparison group was attributable to one of the two female only programs, wherein the comparison group research sample was significantly larger than the treatment group sample. Within each of the individual programs, there were no significant group differences by gender. All other significant group differences in the table suggest that the treatment group was comprised of juveniles with a greater number of risk factors for offending than the comparison group. However, these differences are believed to be associated with greater knowledge of the treatment group juveniles. For those variables where there is an “unknown” category, this is suggested by the greater percentage of “unknowns” for comparison group juveniles. For the remaining variables, it is believed that the greater percentage of comparison group juveniles in the “no” category may likewise be attributable to less thorough discovery. For example, it is likely that less complete school information was available for comparison group juveniles from historical comparison groups. It is also important to note that for the two criminal justice variables of 602 ward and having a sustained felony – where the information is available from criminal justice records systems – the two groups did not differ significantly.

RESULTS OVERVIEW

The CDE statewide research examined the hypothesis that Challenge II programs (i.e., those that were included in the statewide database) reduce the incidence of juvenile offending. Did the juveniles who participated in the Challenge programs offend less often (after completion of the programs) than a comparison group of juveniles who participated in traditional (and less intensive) probation interventions? The simple answer is yes. Overall, Challenge II programs did work to reduce juvenile offending and increase compliance with obligations. In addition, due to the rich store of data that the Board collected, we were able to go beyond the simple answer and address some important issues that relate to intervening with at-risk juveniles such as: identification of the subgroups of juveniles most likely to benefit from Challenge-type programs, and analysis of the relationships among risk factors and program effectiveness.

It is well documented that juvenile males behave quite differently from juvenile females. For example, even though males and females comprise about equal proportions of the general population, males in juvenile halls outnumber juvenile females by over five to one (85% males and 15% females). Age is also an important factor. Juveniles in the Common Data Element sample ranged in age from ten to eighteen. Obviously, juveniles in the lower age range behave differently from juveniles in the upper age range.

Because of the significant gender and age-related differences in juvenile behavior, one would not expect program interventions to necessarily have the same effect on various age and gender subgroups. In order to appropriately study the impact of Challenge II programs, we divided the research sample into four gender and age subgroups. The results were analyzed separately for these subgroups:

- Males, less than 15 years of age.
- Males, equal to or more than 15 years of age.
- Females, less than 15 years of age.
- Females, equal to or more than 15 years of age.

We also conducted ad hoc analyses with regard to risk factors. Most juveniles who come to the attention of probation departments never return a second time (estimates vary, but converge around the figure of 70% as the percentage of juveniles seen only once). The current thinking is that those juveniles with more serious and more numerous risk factors are the ones most likely to return.

In the results section, we present the findings for ten outcome measures for the four gender and age subgroups. In addition, we present an estimate of what the results would have been if risk had been taken into account.

IMPORTANT ISSUES

- The goal of any intensive and expensive crime-reduction program is to target individuals who, in the absence of the program, would be likely to behave in the manner the program is trying to prevent. If an individual is not likely to misbehave, resources directed toward preventing him or her from misbehaving are misspent. This issue is called the “prediction problem.” Juveniles identified as needing a crime prevention program (based upon risk factors or past behavior), who would not have offended even without the benefit of the program, are called “false positives.” In the CDE database, a high percentage of juveniles in the “traditional probation” comparison group did not offend in the first post-program follow-up period; in fact, 70.5% of the juveniles in the comparison group were not arrested in the first follow-up period. Therefore this 70.5% was our research “baseline” for demonstrating that the Challenge II Programs work to reduce offending. The incidence of non-arrest in the follow-up period for juveniles in the new programs must be significantly higher than 70% for the new programs to be declared effective. Therefore, the first important conclusion is that we need to do a better job of predicting which juveniles will benefit from programs that involve intensive, and expensive, interventions.
- The Challenge II programs were effective for some subgroups of juveniles, but not for others. Two of the most important factors that determined the effectiveness of a program were age and gender. The Challenge II programs were most effective for males fifteen years of age and older. The programs had little effect on the tendency to offend for male and female juveniles under the age of fifteen (that is not to say that the programs failed to have positive effects for younger juveniles in areas other than reducing arrest and other criminal justice involvement; however, the CDE research was mandated to focus on crime reduction and not on other possible outcomes). The second CDE research conclusion is that when assessing the effectiveness of juvenile crime prevention/reduction programs, the gender and age of the juveniles must be taken into account, and program effectiveness must be evaluated separately for the different subgroups.

- The criminal justice histories of the male and female juveniles in the sample were quite different. For example, about 60% of the female juveniles in the research were 602 wards (at, or before, the time of entry into the program). In contrast, about 85% of the males were 602 wards. Juveniles with a history of offending were more likely to re-offend than juveniles with no such history. The third conclusion is that since males in the sample represented a higher risk of re-offending, program treatment effects should be investigated separately for males and females.
- The Challenge II data suggest that given the same criminal justice history (e.g., having the same risk factor of having been a 602 ward), female juveniles 15 years of age and older have a lower propensity to re-offend than do male juveniles 15 years of age and older. In the Challenge II comparison-group sample, 38% of the males re-offended in the first follow-up period, whereas only 28% of the females re-offended. Thus the fourth conclusion is that, given the same risk level, program treatment effects for male juveniles were greater than for female juveniles. Significant treatment effects **were** found for the female subgroup, but only for higher-risk samples (e.g., restricting the female sample to those individuals with previous serious offenses or drug problems).
- The fifth conclusion concerns the results for the older male subgroup. Challenge Grant II programs resulted in a significant reduction in the number of juveniles arrested, the average number of arrests and the severity of the offenses leading to arrests in the post-program, follow-up period for males 15 years of age and older. For example, 35% of the comparison group was arrested versus 28% of the treatment group. If one considers the comparison group arrest rate as a baseline, the percentage that would have been arrested in the absence of the program was reduced by 20%. This was slightly more than the 16% improvement reported for Challenge I Program Common Data Element statewide research.

OUTCOME MEASURE RESULTS FOR THE FIRST FOLLOW-UP PERIOD

The outcome measures fall into three basic categories: 1) arrests, 2) sustained petitions, and 3) completion of obligations. The question regarding each measure was, “Did the juveniles in the treatment group benefit in a significant way from the Challenge II Program interventions.” For each variable, we present the treatment group outcome, the comparison group outcome, the sample sizes, the statistic indicating whether or not there was a significant treatment effect, and a discussion of the results.

As mentioned earlier in this report, the juveniles in the research were followed through three time periods after they had completed the Challenge program or traditional probation: the first follow-up period (0 to 6 months), the second follow-up period (7 to 12 months), and the third follow-up period (13 to 18 months). The results reported in the next section are for the first follow-up period. Keeping track of juveniles after their involvement with the programs and the probation departments proved difficult. Relatively complete data were obtained for the first follow-up period (about 4,000 subjects in our Common Data Element research). There was a significant drop off after that (about 2,300 subjects by the third follow-up period). While the sizes of the treatment effects (especially for older males) were shown to continue through the

second and third follow-up periods, the significance levels dropped due to the lower sample sizes. Therefore, results are presented for the first follow-up period only.

1. Percentage of Juveniles Arrested During the Follow-up Period

This outcome measure indicates the percentage of juveniles who were arrested during the first follow-up period. The following is a summary of the results for the four subgroups:

- For males, 15 years of age or older, 34.9% of the comparison group were arrested during the first follow-up period versus 28.2% of the treatment group. This 6.7% difference was highly significant (Pearson Chi-Square, $p < .003$, comparison $N = 786$, treatment $N = 953$; for this and the remaining variables, the N 's represent the total sample for the analysis which, in this case, includes those arrested and not arrested).
- There were no significant differences for the other three subgroups (younger males, younger females and older females (a table displaying these results appears in Attachment 1)).
- This pattern of significant results for older males, but not for the other three sub-groups, was repeated for most of the other outcome measures, and leads to the following conclusions:
 - For at least one of the program subgroups (males 15 years of age and older), the Challenge II programs represented in the Common Data Element database significantly reduced the tendency for program participants to be arrested in the first follow-up period. For this subgroup, the program has been proven to work for this outcome measure.
 - The 6.7% reduction in the tendency to be arrested might seem to be a modest treatment effect. However, when one considers that, as a baseline, only 35% of the comparison group was arrested during the follow-up period, an improvement of 6.7% is fairly impressive. As the baseline for not being arrested in the comparison group rises (for younger females, the baseline for the comparison group was 79%), proving that programs work becomes increasingly more difficult.
 - One way to address this problem is to take steps to include, in future research, juveniles who have a higher probability for being arrested after being subjected to traditional probation interventions (i.e., choose a research sample with a higher comparison-group baseline for offending). The typical method for accomplishing this with juvenile offenders is to choose program participants based upon "risk factors." The juvenile justice literature has documented the fact that certain juvenile risk factors are predictive of juvenile offending, including: the incidence of prior offenses, the seriousness of prior offenses, drug problems, and gang involvement.
 - With respect to this issue, ad hoc analyses were conducted to estimate what the baseline for arrest might have been, and what the treatment effects might have been, if certain risk factors had been used to choose Challenge II research participants.
 - A review of a wide range of risk factors indicated that several would have had a significant impact on the Challenge II results. Those risk factors include: being a

602 ward (at the beginning of Challenge II or in the past), having had a felony arrest, having had a sustained petition, drug problems, alcohol problems, and being a member of a gang. We reviewed the range of risk factors to identify one that: 1) was related to program outcomes, and 2) was represented in the juvenile research sample with sufficient frequency that a large sample size could be maintained.

- If the risk factor of “drug problems” at intake into the treatment or comparison group had been used as a selection criterion for research subjects, the pattern of results would have changed markedly as follows (Note: since this is an ad hoc analysis, there is the danger of capitalizing on chance variation; verification of the following findings must be confirmed using a new independent sample).
 - a) For the older male subgroup, 43.7% of the juveniles in the comparison group were arrested in the first follow-up period, versus 30.5% in the treatment group. This was a highly significant difference (Pearson Chi-Square, $p < .000$, comparison $N = 414$, treatment $N = 534$). This 13.2% difference was nearly double the treatment effect that was obtained when drug problem was not a selection criterion for the sample. If these results were confirmed using an independent sample, they would indicate that the difference between Challenge Program versus traditional-probation effects would increase as risk factors are used to select program participants.
 - b) For the older female subgroup, 30.4% of the juveniles in the comparison group were arrested in the first follow-up period, versus 20.8% in the treatment group. This was a highly significant difference (Pearson Chi-Square, $p < .006$, comparison $N = 299$, treatment $N = 318$). This 9.6% difference was nearly four times the treatment effect that was obtained when drug problem was not a selection criterion.
 - c) Using the drug-problem criterion for selection into the research sample did not affect the results for younger males and younger females.

In keeping with the above discussion with regard to the arrest results, for most of the remaining outcome-measures, the results for younger males and younger females will not be discussed (although tabular results are presented in Attachment 1), nor will the results be presented for older females irrespective of risk factors. The reason is that, when risk factors are not taken into account, the Challenge II programs did not have a significant treatment effect for younger male or female juveniles or for older female juveniles.

2. Number of Arrests During the Follow-up Period

This outcome measure indicates the number of arrests resulting in referral to probation for offenses committed during the follow-up period.

- For males, 15 years of age or older, comparison group juveniles were arrested an average of .51 times during the first follow-up period, while treatment juveniles were arrested an average of .38 times. This .13 difference was highly significant (Pearson Chi-Square, $p < .001$, comparison $N = 786$, treatment $N = 953$).

- When the sample was restricted to older males with the drug-problem risk factor, the comparison group juveniles were arrested an average of .68 times during the first follow-up period, while treatment juveniles were arrested an average of .42 times. This .24 difference was significant (Pearson Chi-Square, $p < .000$, comparison $N = 414$, treatment $N = 534$). The treatment effect was substantially larger for juveniles who possessed the risk factor.
- When the sample was restricted to older females with the drug-problem risk factor, the comparison group juveniles were arrested an average of .45 times during the first follow-up period, while treatment juveniles were arrested an average of .30 times. This .15 difference was significant (Pearson Chi-Square, $p < .011$, comparison $N = 299$, treatment $N = 318$). When the risk factor was not used as a selection criterion, the treatment versus comparison difference was only a non-significant .03 arrests per juvenile.

For older males in general, and for older females with a history of drug problems, the Challenge programs significantly reduced the number of arrests in the follow-up period.

3. Arrest Seriousness

If Challenge programs work, the offenses that led to the arrests would be less serious for the treatment group than the comparison group. To test this hypothesis, the following question was explored: “Did a disproportionately higher percentage of comparison juveniles get arrested for felony offenses than treatment juveniles?”

- Slightly over thirteen percent (13.4%) of the juveniles in the older-male comparison subgroup were arrested for felony offenses in the follow-up period, versus 9.7% of the juveniles in the treatment group. This difference was significant (Pearson Chi-Square, $p < .015$, comparison $N = 786$, treatment $N = 953$).
- For older males, when the risk factor of having drug problems was used to select the sample, the comparison group percentage rose to 14.5% of juveniles being arrested for felonies in the follow-up period. For the treatment group, the percentage dropped to 9.2%. This treatment/comparison difference was highly significant (Pearson Chi-Square, $p < .011$, comparison $N = 414$, treatment $N = 534$).
- When drug problems were used to select the sample, there was also a significantly higher percentage of comparison-group older females than treatment-group older females who had arrests for felony offenses (2.5% versus 5.4%, respectively). Even though the number of subjects with felony arrests was very small, the difference approached significance (Pearson Chi-Square, $p < .069$, comparison $N = 299$, treatment $N = 318$).

The Challenge programs successfully reduced the percentage of post-program juveniles who were arrested for felony offenses. However, this finding must be viewed in the context of the small number of juveniles with felony arrests in the overall sample. The baseline for older-male comparison group juveniles was 13.6% of the sample arrested for felony offenses in the follow-up period. Nevertheless, the significantly lower incidence of a felony arrest in the treatment group is an impressive and important outcome.

4. Sustained Petition During the Follow-up Period

One of the Common Data Elements indicated whether a research subject had a sustained petition, notice of violation, or criminal conviction during the follow-up period.

- For older males, 22.0% had a sustained petition or criminal conviction, versus 24.7% of the comparison group. While this difference was in the anticipated direction, it is not significant.
- For older male juveniles with a history of drug problems, 24.0% had a sustained petition or criminal conviction, versus 32.1% of the comparison group. This difference was significant (Pearson Chi-Square, $p < .003$, comparison $N = 414$, treatment $N = 534$).
- For older female juveniles with a history of drug problems, there was an even greater treatment effect. For the treatment group, 16.7% had a sustained petition or criminal conviction, versus 28.4% of the comparison group (Pearson Chi-Square, $p < .000$, comparison $N = 299$, treatment $N = 318$).

Challenge programs did reduce the incidence of sustained petitions during the follow-up period, but only for juveniles who had a history of significant risk factors. It is interesting that while the comparison-group baseline for most outcome variables was quite different for males and females, the difference was smaller with regard to sustained petitions and criminal convictions when the sample was restricted to juveniles with the significant risk factor of a history of drug problems (a 32.1% versus 28.4% incidence of sustained petitions or criminal convictions for males and females respectively during the follow-up period).

5. Number of Sustained Petitions During the Follow-Up Period

Did the Challenge programs reduce the average number of sustained petitions and criminal convictions per juvenile in the post-program period when compared to juveniles who received traditional probation interventions? The answer is, “Yes,” if one takes risk level into account.

- The older males in the treatment group had .29 sustained petitions or convictions in the follow-up period, versus .32 in the comparison group. Although the results were in the predicted direction, they were not significant (Pearson Chi-Square, $p < .391$, comparison $N = 786$, treatment $N = 953$).
- For the older-male subgroup with a history of drug problems, there was a much larger treatment effect. The average juvenile in the treatment group had .32 sustained petitions, versus .43 for the comparison group. This difference was significant (Pearson Chi-Square, $p < .016$, comparison $N = 414$, treatment $N = 534$).
- For the older-female subgroup with a history of drug problems, there was a slightly larger treatment effect than with males. The average juvenile in the treatment group had .22 sustained petitions, versus .35 for the comparison group. (Pearson Chi-Square, $p < .004$, comparison $N = 299$, treatment $N = 318$).

The results for the variable “average number of sustained petitions or criminal convictions” again demonstrate the importance of risk factors when investigating “what works” in terms of juvenile crime reduction programs. Without restricting the sample to juveniles with a history of

drug problems, one might conclude that the Challenge programs did not significantly reduce crime. However, when the risk factor was taken into account, the results indicate that the programs produced a statistically highly significant and substantial reduction.

6. Sustained Petition Seriousness

For those juveniles for whom petitions were sustained during the follow-up period, hopefully, on the average, the seriousness of the sustained petitions was less for the treatment group than for the comparison group. To assess this, the percentage of juveniles in the treatment and comparison groups with sustained felony petitions was analyzed. Care must be taken in interpreting these results because only about 5% of the sample had sustained felonies in the follow-up period.

- For older male juveniles, 7.4% of the comparison group had sustained felony petitions, versus 6.3% for the treatment group. The number of juveniles with sustained felony petitions was 60 for the treatment group and 58 for the comparison group. Although the results are in the right direction, the baseline for no sustained felony petition in the comparison group was very high (92.6%). Therefore, this variable did not provide the most sensitive measure of treatment and comparison group differences, and the differences that were found were not significant (Pearson Chi-Square, $p < .371$, comparison $N = 786$, treatment $N = 953$).
- Of course, for older male juveniles with a history of drug problems the sample sizes were even smaller (33 or 6.2% of the treatment juveniles and 42 or 10.1% of the comparison juveniles had sustained felony petitions). Despite the small numbers, the treatment/comparison group difference was significant (Pearson Chi-Square, $p < .025$, comparison $N = 414$, treatment $N = 534$).
- For older female juveniles with a history of drug problems, there was also a significant difference between the treatment and comparison groups, and in the predicted direction (the treatment group percentage with sustained felony petitions was 0.3% versus 4.0% for the comparison group). However the baseline for the comparison group for no sustained felony petitions was very high (96.0%). Only one treatment group juvenile had a sustained felony petition versus 12 for the comparison group (Pearson Chi-Square, $p < .001$, comparison $N = 299$, treatment $N = 318$).

Thus, there is some evidence that the Challenge programs reduced the incidence of serious sustained petitions. However, in the population that participated in the research, only a small percentage of both the treatment **and** comparison groups had sustained felony petitions. Once again, restricting the research sample to subjects that have a serious risk factor (such as a history of drug problems) resulted in a larger treatment effect.

7. Institutional Commitments

A goal of Challenge programs was to lower the number of post-program institutional commitments for treatment subjects. The results show that a very similar percentage of treatment and comparison juveniles were committed to an institution during the follow-up period (8.5% and 8.7% respectively). Given that 91.3% of the comparison group juveniles were not

committed to an institution, the baseline was very high and finding a significant treatment effect would be difficult.

However, once again the pattern of results for the gender/age subgroups was interesting. For younger male and female juveniles, the results were in the unanticipated direction (i.e., more treatment juveniles than comparison juveniles received commitments; 13.5% versus 8.6% respectively for males, and 7.1% versus 3.3% respectively for females). The difference was significant for younger females (Pearson Chi-Square, $p < .043$, comparison $N = 276$, treatment $N = 252$), and approaches significance for younger males (Pearson Chi-Square, $p < .059$, comparison $N = 290$, treatment $N = 304$). Although the sample sizes were small, this finding suggests that younger juveniles who complete Challenge programs are more likely to receive institutional commitments for sustained petitions during the follow-up period than are juveniles who received traditional probation.

- For older male juveniles, the results were in the expected direction, but were not quite significant. For the treatment group, 9.7% received institutional commitments in the follow-up period versus 12.5% of the comparison group (Pearson Chi-Square, $p < .061$, comparison $N = 786$, treatment $N = 953$).
- In keeping with the general pattern of results, when the sample was restricted to those juveniles with a history of drug problems, there was a significant difference between the treatment and comparison groups for older males (11.6% versus 17.6% institutional commitments for the treatment and comparison groups respectively). This difference was highly significant (Pearson Chi-Square, $p < .008$, comparison $N = 414$, treatment $N = 534$).
- There also was a significant difference in the expected direction for older females with a history of drug problems (4.4% versus 9.0% institutional commitments for the treatment and comparison groups respectively). This difference was highly significant (Pearson Chi-Square, $p < .022$, comparison $N = 299$, treatment $N = 317$).

Significant treatment effects for older juveniles were in the expected direction for this outcome measure only if the sample is restricted to juveniles with more serious risk factors. For younger juveniles, especially younger females, the results were in the opposite direction with more treatment group juveniles receiving institutional commitment. More research is necessary to determine whether this finding is the result of different patterns of misbehavior for younger male and female juveniles or different policies with regard to the adjudication and detention of males and females.

8. Completion of Probation

The successful completion of probation is an important outcome measure since such completion is a major goal of the juvenile justice system.

- Older male juveniles in the treatment group completed probation at a significantly higher rate in the first follow-up period than their counterparts in the comparison group. In the treatment group, 25.8% completed probation versus 21.0% of the comparison group (Pearson Chi-Square, $p < .038$, comparison $N = 629$, treatment $N = 705$).
- When the analysis was restricted to juveniles with a history of drug problems, the treatment effect was increased for older males. In the treatment group, 23.6% completed

probation versus 16.3% of the comparison group (Pearson Chi-Square, $p < .013$, comparison $N = 355$, treatment $N = 416$).

- An even larger treatment effect was found for older female juveniles. In the treatment group, 27.5% completed probation versus 15.6% of the comparison group (Pearson Chi-Square, $p < .004$, comparison $N = 205$, treatment $N = 193$).

The results for this important outcome measure were similar to the results for the variables involving offending (e.g., arrests and sustained petitions). For the total group significant treatment effects were found only for older males. When the sample was restricted to juveniles with a history of drug problems, treatment effects for males increased and the treatment effects for females became significant.

9. and 10. Completion of Court-Ordered Restitution and Community Service

Results for these two variables were not very informative. Less than 25% of the total sample was ordered to complete either restitution or community service. Furthermore, only between 14% of 15% of the sample completed their court ordered obligations during the first follow-up period. Using the data from the second and third follow-up periods further reduced the sample sizes. For the age/gender subgroups, either there were no significant treatment effects or the sample sizes were extremely small.

DISCUSSION

The above results answered the basic question investigated in this research, “Do Challenge-type programs work to reduce juvenile offending and increase the successful completion of probation?” The answer is an unequivocal, “yes.” Our confidence in that conclusion is bolstered by the fact that the research data were generated within the context of well-designed, and well-performed true experimental or quasi-experimental research designs. Random selection of subjects into the treatment and comparison groups was used whenever possible. Great care was put into the design of the research, the definitions of the measurement variables, the accuracy of the data collection, and the completeness and accuracy of the dataset. This kind of sophisticated, controlled research is rare in applied juvenile-justice settings, especially when one considers the geographical scope and the large sample sizes. Putting great weight on these findings is warranted given the quality of the research.

In addition to answering the basic does-it-work question, the research pointed out an important issue that must be taken into account in future juvenile-justice research and program design: the impact of interventions on program participants depended, to a great extent, on the age and gender of the participants. Ignoring this fact may lead to the conclusion that experimental programs do not work, because the positive effects on a minority of the participants can be masked by there being no effects on the remaining majority. We found that there were four distinct groups of participants with different outcomes – younger versus older juveniles, and males versus females. Challenge programs definitely worked with older male juveniles (15 years of age and older).

Challenge programs also definitely work with older female juveniles, but only if the juveniles’ risk for offending is taken into account. In the research, we chose one representative risk factor, a history of drug problems, to select the juveniles who would be included in the treatment versus

comparison analyses. When this risk factor was taken into account, eight of the ten primary outcome measures show significant treatment effects for the older females.

Table 3 shows the pattern of results, first without selecting on the risk factor, and then with the risk factor included. Without the risk factor, there were significant treatment effects for four of the eight risk factors for older males, but no significant treatments for older females. When the risk factor was used to select research sample participants, positive and significant treatment effects were found for all eight outcome measures for both older male and older female juveniles.

Table 3. Significant Treatment Effects for Older Males and Females

	Significant Treatment Effects: Yes or No			
	Male =>15		Female =>15	
	Total Group	Drug Problems	Total Group	Drug Problems
Arrested during follow-up = no	Yes	Yes	No	Yes
Number of arrests	Yes	Yes	No	Yes
Offense seriousness = felony	Yes	Yes	No	Yes
Sustained petitions = no	No	Yes	No	Yes
Number of sustained petitions	No	Yes	No	Yes
Sustained petitions = felony	No	Yes	No	Yes
Institutional commitments = no	No	Yes	No	Yes
Completion of probation	Yes	Yes	No	Yes

The fact that the programs failed to show significant treatment effects for younger juveniles should, in no way, suggest that the programs were without value for that population. The CDE statewide research was mandated to focus on offending and other involvement with the criminal justice system. Some local programs had treatment goals related to positive juvenile personal functioning with regard to such factors as: socialization, conflict resolution, family functioning and psychological adjustment. Measurement of these outcomes was beyond the scope of the statewide research and we refer the reader to the individual local reports for results concerning these program effects.

The fact that there were no significant treatment effects for younger juveniles was disappointing, but understandable, especially when one considers that apparently a very high percentage of them tend not to re-offend after having experienced traditional probation interventions. This highlights the problems of a “false positive” individual being selected into the program and the “prediction problem” (correctly predicting who can benefit from a program) that were discussed above.

DIRECTIONS FOR THE FUTURE

Challenge II programs have taught us a lot about how to intervene with juveniles to reduce juvenile crime. The research has also shown us that we could do a better job of identifying with whom to intervene. Expensive, intensive programs should be directed toward those juveniles who are most likely to benefit from the program interventions.

The Challenge II Common Data Element database can be used to explore possibilities for future research. Therefore, we have augmented the main research findings (see Attachment 2). In this attachment, we explored statistical methods for assessing risk factors that might be used to identify juveniles for whom Challenge-type programs would make a significant impact in terms of reducing juvenile offending.

ATTACHMENT 1

Tables of Results for the First Follow-up Period:

1. Percentage of Juveniles Arrested
2. Average Number of Arrests Per Juvenile
3. Percentage of Juveniles with a Felony Arrest
4. Percentage of Juveniles with Sustained Petitions
5. Average Number of Sustained Petitions Per Juvenile
6. Percentage of Juveniles with Sustained Felony Petitions
7. Percentage of Juveniles Committed to an Institution
8. Percentage of Juveniles Who Completed Probation
9. Complete Restitution
10. Complete Court-Ordered Obligations

First Follow-up Period: Total Group

Percent of Juveniles Arrested

				Treatment	Comparison	Total	Sig	DIFF ^a	
Male	< 15	Arrested	No	N %	183 60.2%	181 62.4%	364 61.3%	0.579	-2.20%
			Yes	N %	121 39.8%	109 37.6%	230 38.7%		
			Total		304	290	594		
Male	15 +	Arrested	No	N %	684 71.8%	512 65.1%	1196 68.8%	0.003	6.70%
			Yes	N %	269 28.2%	274 34.9%	543 31.2%		
			Total		953	786	1739		
Female	< 15	Arrested	No	N %	191 75.8%	217 78.6%	408 77.3%	0.438	-2.80%
			Yes	N %	61 24.2%	59 21.4%	120 22.7%		
			Total		252	276	528		
Female	15 +	Arrested	No	N %	430 80.7%	441 78.2%	871 79.4%	0.309	2.50%
			Yes	N %	103 19.3%	123 21.8%	226 20.6%		
			Total		533	564	1097		

^aDIFF = The percentage difference between treatment and comparison results.

First Follow-up Period: Juveniles with a History of Drug Problems

Percent of Juveniles Arrested

				Treatment	Comparison	Total	Sig	DIFF ^a	
Male	< 15	Arrested	No	N %	68 54.4%	56 51.9%	124 53.2%	0.697	2.50%
			Yes	N %	57 45.6%	52 48.1%	109 46.8%		
					125	108	233		
	15 +	Arrested	No	N %	371 69.5%	233 56.3%	604 63.7%	0.000	13.20%
			Yes	N %	163 30.5%	181 43.7%	344 36.3%		
					534	414	948		
Female	< 15	Arrested	No	N %	88 69.3%	76 69.7%	164 69.5%	0.943	-0.40%
			Yes	N %	39 30.7%	33 30.3%	72 30.5%		
					127	109	236		
	15 +	Arrested	No	N %	252 79.2%	208 69.6%	460 74.6%	0.006	9.60%
			Yes	N %	66 20.8%	91 30.4%	157 25.4%		
					318	299	617		

^aDIFF = The percentage difference between treatment and comparison results.

First Follow-up Period: Total Group

Average Number of Arrests Per Juvenile

	Age	Treatment	Comparison	Total	Sig	DIFF ^a
Male	< 15	0.59 304	0.57 290	0.58 594	0.787	-0.02
	15 +	0.38 953	0.51 786	0.44 1739	0.001	0.13
Female	< 15	0.38 252	0.29 276	0.34 528	0.184	-0.09
	15 +	0.28 533	0.31 564	0.29 1097	0.421	0.03

^aDIFF = The percentage difference between treatment and comparison results.

First Follow-up Period: Juveniles with a History of Drug Problems

Average Number of Arrests Per Juvenile

	Age	Treatment	Comparison	Total	Sig	DIFF ^a
Male	< 15	0.73 125	0.78 108	0.75 233	0.709	0.050
	15 +	0.42 534	0.68 414	0.53 948	0.000	0.260
Female	< 15	0.50 127	0.45 109	0.48 236	0.661	-0.050
	15 +	0.30 318	0.45 299	0.37 617	0.011	0.150

^aDIFF = The percentage difference between treatment and comparison results.

First Follow-up Period: Total Group

Percentage of Juveniles with a Felony Arrest

				Treatment	Comparison	Total	Sig	DIFF ^a
Male	< 15	Arrested for Felony Offense	No	N 256 84.2%	N 244 84.1%	500 84.2%	0.981	0.10%
			Yes	N 48 15.8%	N 46 15.9%	94 15.8%		
			Total	304	290	594		
Male	15 +	Arrested for Felony Offense	No	N 861 90.3%	N 681 86.6%	1542 88.7%	0.015	3.70%
			Yes	N 92 9.7%	N 105 13.4%	197 11.3%		
			Total	953	786	1739		
Female	< 15	Arrested for Felony Offense	No	N 242 96.0%	N 269 97.5%	511 96.8%	0.352	-1.50%
			Yes	N 10 4.0%	N 7 2.5%	17 3.2%		
			Total	252	276	528		
Female	15 +	Arrested for Felony Offense	No	N 515 96.6%	N 544 96.5%	1059 96.5%	0.878	0.10%
			Yes	N 18 3.4%	N 20 3.5%	38 3.5%		
			Total	533	564	1097		

^aDIFF = The percentage difference between treatment and comparison results.

First Follow-up Period: Juveniles with a History of Drug Problems

Percentage of Juveniles with a Felony Arrest

				Treatment	Comparison	Total	Sig	DIFF*
Male	< 15	Arrested for Felony Offense	No	N 107 85.6%	N 87 80.6%	194 83.3%	0.304	5.00%
			Yes	N 18 14.4%	N 21 19.4%	39 16.7%		
			Total	125	108	233		
Male	15 +	Arrested for Felony Offense	No	N 485 90.8%	N 354 85.5%	839 88.5%	0.011	5.30%
			Yes	N 49 9.2%	N 60 14.5%	109 11.5%		
			Total	534	414	948		
Female	< 15	Arrested for Felony Offense	No	N 121 95.3%	N 105 96.3%	226 95.8%	0.688	-1.00%
			Yes	N 6 4.7%	N 4 3.7%	10 4.2%		
			Total	127	109	236		
Female	15 +	Arrested for Felony Offense	No	N 310 97.5%	N 283 94.6%	593 96.1%	0.069	2.90%
			Yes	N 8 2.5%	N 16 5.4%	24 3.9%		
			Total	318	299	617		

^aDIFF = The percentage difference between treatment and comparison results.

First Follow-up Period: Total Group

Percentage of Juveniles with Sustained Petitions

				Treatment	Comparison	Total	Sig	DIFF ^a	
Male	< 15	Sustained Petition or Conviction	Yes	N	93	89	182	0.979	0.10%
				%	30.6%	30.7%	30.6%		
			No	N	211	201	412		
			%	69.4%	69.3%	69.4%			
			Total		304	290	594		
Male	15 +	Sustained Petition or Conviction	Yes	N	210	194	404	0.193	2.70%
				%	22.0%	24.7%	23.2%		
			No	N	743	592	1335		
			%	78.0%	75.3%	76.8%			
			Total		953	786	1739		
Female	< 15	Sustained Petition or Conviction	Yes	N	50	49	99	0.539	-2.00%
				%	19.8%	17.8%	18.8%		
			No	N	202	227	429		
			%	80.2%	82.2%	81.3%			
			Total		252	276	528		
Female	15 +	Sustained Petition or Conviction	Yes	N	78	107	185	0.055	4.40%
				%	14.6%	19.0%	16.9%		
			No	N	455	457	912		
			%	85.4%	81.0%	83.1%			
			Total		533	564	1097		

^aDIFF = The percentage difference between treatment and comparison results.

First Follow-up Period: Juveniles with a History of Drug Problems

Percentage of Juveniles with Sustained Petitions

				Treatment	Comparison	Total	Sig	DIFF*	
Male	< 15	Sustained Petition or Conviction	Yes	N %	46 36.8%	44 40.7%	90 38.6%	0.315	3.90%
			No	N %	79 63.2%	64 59.3%	143 61.4%		
				Total	125	108	233		
Male	15 +	Sustained Petition or Conviction	Yes	N %	128 24.0%	133 32.1%	261 27.5%	0.003	8.10%
			No	N %	406 76.0%	281 67.9%	687 72.5%		
				Total	534	414	948		
Female	< 15	Sustained Petition or Conviction	Yes	N %	32 25.2%	27 24.8%	59 25.0%	0.531	-0.40%
			No	N %	95 74.8%	82 75.2%	177 75.0%		
				Total	127	109	236		
Female	15 +	Sustained Petition or Conviction	Yes	N %	53 16.7%	85 28.4%	138 22.4%	0.000	11.70%
			No	N %	265 83.3%	214 71.6%	479 77.6%		
					318	299	617		

^aDIFF = The percentage difference between treatment and comparison results.

First Follow-up Period: Total Group

Average Number of Sustained Petitions Per Juvenile

	Age	Treatment	Comparison	Total	Sig	DIFF ^a
Male	< 15	0.40 304	0.41 290	0.41 594	0.875	0.010
	15 +	0.29 953	0.32 786	0.30 1739	0.391	0.030
Female	< 15	0.27 252	0.22 276	0.24 528	0.391	-0.050
	15 +	0.18 533	0.23 564	0.21 1097	0.121	0.050

^aDIFF = The percentage difference between treatment and comparison results.

First Follow-up Period: Juveniles with a History of Drug Problems

Average Number of Sustained Petitions Per Juvenile

	Age	Treatment	Comparison	Total	Sig	DIFF ^a
Male	< 15	0.46 125	0.56 108	0.5 233	0.301	0.100
	15 +	0.32 534	0.43 414	0.37 948	0.016	0.110
Female	< 15	0.33 127	0.33 109	0.33 236	0.996	0.000
	15 +	0.22 318	0.35 299	0.28 617	0.004	0.130

^aDIFF = The percentage difference between treatment and comparison results.

First Follow-up Period: Total Group

Percentage of Juveniles with Sustained Felony Petitions

				Treatment	Comparison	Total	Sig	DIFF ^a
Male	< 15	Sustained Felony	No	N 280 92.1%	261 90.0%	541 91.1%	.368	2.10%
			Yes	N 24 7.9%	29 10.0%	53 8.9%		
		Total		304	290	594		
Male	15 +	Sustained Felony	No	N 893 93.7%	728 92.6%	1621 93.2%	.371	1.10%
			Yes	N 60 6.3%	58 7.4%	118 6.8%		
		Total		953	786	1739		
Female	< 15	Sustained Felony	No	N 251 99.6%	272 98.6%	523 99.1%	.212	1.00%
			Yes	N 1 .4%	4 1.4%	5 .9%		
		Total		252	276	528		
Female	15 +	Sustained Felony	No	N 532 99.8%	549 97.3%	1081 98.5%	.001	2.50%
			Yes	N 1 .2%	15 2.7%	16 1.5%		
		Total		533	564	1097		

^aDIFF = The percentage difference between treatment and comparison results.

First Follow-up Period: Juveniles with a History of Drug Problems

Percentage of Juveniles with Sustained Felony Petitions

				Treatment	Comparison	Total	Sig	DIFF ^a
Male	< 15	Sustained Felony	No	N 118 94.4%	96 88.9%	214 91.8%	.125	5.50%
			Yes	N 7 5.6%	12 11.1%	19 8.2%		
		Total		125	108	233		
Male	15 +	Sustained Felony	No	N 501 93.8%	372 89.9%	873 92.1%	.025	3.90%
			Yes	N 33 6.2%	42 10.1%	75 7.9%		
		Total		534	414	948		
Female	< 15	Sustained Felony	No	N 127 100.0%	107 98.2%	234 99.2%	.125	1.80%
			Yes	N 0 .0%	2 1.8%	2 .8%		
		Total		127	109	236		
Female	15 +	Sustained Felony	No	N 317 99.7%	287 96.0%	604 97.9%	.001	3.70%
			Yes	N 1 .3%	12 4.0%	13 2.1%		
		Total		318	299	617		

^aDIFF = The percentage difference between treatment and comparison results.

First Follow-up Period: Total Group

Percent of Juveniles Committed to an Institution

				Treatment	Comparison	Total	Sig	DIFF ^a	
Male	< 15	Commitment	Yes	N %	41 13.5%	25 8.6%	66 11.1%	0.059	4.90%
			No	N %	263 86.5%	265 91.4%	528 88.9%		
			Total		304	290	594		
Male	15 +	Commitment	Yes	N %	92 9.7%	98 12.5%	190 10.9%	0.061	-2.80%
			No	N %	861 90.3%	688 87.5%	1549 89.1%		
			Total		953	786	1739		
Female	< 15	Commitment	Yes	N %	18 7.1%	9 3.3%	27 5.1%	0.043	3.80%
			No	N %	234 92.9%	267 96.7%	501 94.9%		
			Total		252	276	528		
Female	15 +	Commitment	Yes	N %	23 4.3%	35 6.2%	58 5.3%	0.164	-1.90%
			No	N %	509 95.7%	529 93.8%	1038 94.7%		
			Total		532	564	1096		

^aDIFF = The percentage difference between treatment and comparison results.

First Follow-up Period: Juveniles with a History of Drug Problems

Percent of Juveniles Committed to an Institution

				Treatment	Comparison	Total	Sig	DIFF*	
Male	< 15	Commitment	Yes	N %	25 20.0%	16 14.8%	41 17.6%	0.300	5.20%
			No	N %	100 80.0%	92 85.2%	192 82.4%		
					125	108	233		
Male	15 +	Commitment	Yes	N %	62 11.6%	73 17.6%	135 14.2%	0.008	-6.00%
			No	N %	472 88.4%	341 82.4%	813 85.8%		
					534	414	948		
Female	< 15	Commitment	Yes	N %	14 11.0%	2 1.8%	16 6.8%	0.005	9.20%
			No	N %	113 89.0%	107 98.2%	220 93.2%		
					127	109	236		
Female	15 +	Commitment	Yes	N %	14 4.4%	27 9.0%	41 6.7%	0.022	-4.60%
			No	N %	303 95.6%	272 91.0%	575 93.3%		
					317	299	616		

^aDIFF = The percentage difference between treatment and comparison results.

First Follow-up Period: Total Group

Percent of Juveniles who Completed Probation

				Treatment	Comparison	Total	Sig	DIFF ^a
Male	< 15	Completed Probation	Yes	N	25	19	0.301	2.70%
				%	10.4%	7.7%		
		No	N	216	228	444		
				%	89.6%	92.3%		
Total				241	247	488		
Male	15 +	Completed Probation	Yes	N	182	132	0.038	4.80%
				%	25.8%	21.0%		
		No	N	523	497	1020		
				%	74.2%	79.0%		
Total				705	629	1334		
Female	< 15	Completed Probation	Yes	N	21	21	0.756	-1.40%
				%	14.8%	16.2%		
		No	N	121	109	230		
				%	85.2%	83.8%		
Total				142	130	272		
Female	15 +	Completed Probation	Yes	N	80	72	0.286	3.90%
				%	27.7%	23.8%		
		No	N	209	230	439		
				%	72.3%	76.2%		
Total				289	302	591		

^aDIFF = The percentage difference between treatment and comparison results.

First Follow-up Period: Juveniles with a History of Drug Problems

Percent of Juveniles who Completed Probation

				Treatment	Comparison	Total	Sig	DIFF ^a
Male	< 15	Completed Probation	Yes	N	8	4	0.332	3.10%
				%	7.1%	4.0%		
		No	N	104	95	199		
				%	92.9%	96.0%		
Total				112	99	211		
Male	15 +	Completed Probation	Yes	N	98	58	0.013	7.30%
				%	23.6%	16.3%		
		No	N	318	297	615		
				%	76.4%	83.7%		
Total				416	355	771		
Female	< 15	Completed Probation	Yes	N	4	7	0.261	-4.80%
				%	5.1%	9.9%		
		No	N	75	64	139		
				%	94.9%	90.1%		
Total				79	71	150		
Female	15 +	Completed Probation	Yes	N	53	32	0.004	11.90%
				%	27.5%	15.6%		
		No	N	140	173	313		
				%	72.5%	84.4%		
Total				193	205	398		

^aDIFF = The percentage difference between treatment and comparison results.

First Follow-up Period: Total Group

Complete Restitution

				Treatment	Comparison	Total	Sig	DIFF ^a
Male	< 15	Restitution	Yes	N 13 11.4%	2 1.9%	15 6.9%	0.006	9.50%
			No	N 101 88.6%	102 98.1%	203 93.1%		
			Total	114	104	218		
Male	15 +	Restitution	Yes	N 40 14.3%	30 12.8%	70 13.6%	0.616	1.50%
			No	N 240 85.7%	205 87.2%	445 86.4%		
			Total	280	235	515		
Female	< 15	Restitution	Yes	N 8 21.1%	6 18.2%	14 19.7%	0.762	2.90%
			No	N 30 78.9%	27 81.8%	57 80.3%		
			Total	38	33	71		
Female	15 +	Restitution	Yes	N 11 15.1%	22 27.8%	33 21.7%	0.056	-12.70%
			No	N 62 84.9%	57 72.2%	119 78.3%		
			Total	73	79	152		

^aDIFF = The percentage difference between treatment and comparison results.

First Follow-up Period: Juveniles with a History of Drug Problems

Complete Restitution

				Treatment	Comparison	Total	Sig	DIFF ^a	
Male	< 15	Restitution	Yes	N %	4 9.5%	0 0.0%	4 4.8%	0.040	9.50%
			No	N %	38 90.5%	42 100.0%	80 95.2%		
			Total		42	42	84		
Male	15 +	Restitution	Yes	N %	28 19.4%	20 18.2%	48 18.9%	0.799	1.20%
			No	N %	116 80.6%	90 81.8%	206 81.1%		
			Total		144	110	254		
Female	< 15	Restitution	Yes	N %	1 6.7%	4 40.0%	5 20.0%	0.041	-33.30%
			No	N %	14 93.3%	6 60.0%	20 80.0%		
			Total		15	10	25		
Female	15 +	Restitution	Yes	N %	9 21.4%	12 22.2%	21 21.9%	0.926	-0.80%
			No	N %	33 78.6%	42 77.8%	75 78.1%		
			Total		42	54	96		

^aDIFF = The percentage difference between treatment and comparison results.

First Follow-up Period: Total Group

Complete Court Ordered Community Service

				Treatment	Comparison	Total	Sig	DIFF ^a	
Male	< 15	Complete Court Ordered Community Service	Yes	N %	6 5.8%	8 8.3%	14 7.0%	0.478	-2.50%
			No	N %	98 94.2%	88 91.7%	186 93.0%		
			Total		104	96	200		
Male	15 +	Complete Court Ordered Community Service	Yes	N %	23 7.6%	22 8.8%	45 8.1%	0.597	-1.20%
			No	N %	281 92.4%	228 91.2%	509 91.9%		
			Total		304	250	554		
Female	< 15	Complete Court Ordered Community Service	Yes	N %	16 30.8%	16 29.1%	32 29.9%	0.850	1.70%
			No	N %	36 69.2%	39 70.9%	75 70.1%		
			Total		52	55	107		
Female	15 +	Complete Court Ordered Community Service	Yes	N %	32 32.7%	38 31.1%	70 31.8%	0.812	1.60%
			No	N %	66 67.3%	84 68.9%	150 68.2%		
			Total		98	122	220		

^aDIFF = The percentage difference between treatment and comparison results.

First Follow-up Period: Juveniles with a History of Drug Problems

Complete Court Ordered Community Service

				Treatment	Comparison	Total	Sig	DIFF ^a	
Male	< 15	Complete Court Ordered Community Service	Yes	N %	1 2.9%	2 5.9%	3 4.4%	0.555	-3.00%
			No	N %	33 97.1%	32 94.1%	65 95.6%		
			Total			34	34		
Male	15 +	Complete Court Ordered Community Service	Yes	N %	13 8.5%	15 12.9%	28 10.4%	0.238	-4.40%
			No	N %	140 91.5%	101 87.1%	241 89.6%		
			Total			153	116		
Female	< 15	Complete Court Ordered Community Service	Yes	N %	7 25.9%	7 24.1%	14 25.0%	0.877	1.80%
			No	N %	20 74.1%	22 75.9%	42 75.0%		
			Total			27	29		
Female	15 +	Complete Court Ordered Community Service	Yes	N %	19 33.9%	25 30.1%	44 31.7%	0.636	3.80%
			No	N %	37 66.1%	58 69.9%	95 68.3%		
			Total			56	83		

^aDIFF = The percentage difference between treatment and comparison results.

ATTACHMENT 2

FURTHER EXPLORATIONS INTO THE RELATIONSHIPS BETWEEN RISK FACTORS, RECIDIVISM AND PROGRAM EFFECTS

DIRECTIONS FOR FUTURE RESEARCH

INTRODUCTION

Up to this point, the analyses performed on the CDE database concerned the effectiveness of the Challenge programs. The purpose of the analyses was to determine whether there was a significant treatment effect resulting from the program interventions. The program main effects were evaluated using a simple Pearson Chi Square or a test of mean differences.

In the course of conducting the Challenge II analyses, the importance of going beyond simple total group main effects to understand the results became obvious. Other powerful factors besides program interventions were having an impact on the results.

One important finding was that treatment effects were being masked when analyzing the total sample. When the sample was split into gender/age subgroups, a different pattern of results was obtained for each group. For example, there were more significant treatment effects for older male juveniles (15 years of age or older) than for younger males.

A second important finding concerned risk factors. When certain risk factors were present (e.g., a history of drug problems), the treatment effects were larger. When a history of drug problems was present in the research sample, the treatment effects were greater in each of the gender/age subgroups.

These conclusions have extremely important implications for the “prediction problem.” To optimize the use of dwindling resources, we need to be able to predict which juveniles will benefit most from intensive and expensive programs. The Challenge database presented us with an excellent opportunity to explore this issue.

Below, we explore the following questions:

- 1. Which risk factors, taken together, do the best job of predicting which juveniles (in each of four gender/age subgroups) will benefit most from intensive program interventions?*
- 2. What would the treatment effects have been if the risk-factor predictors had been used?*

Note: To a certain extent, any findings based on the Challenge II dataset take advantage of variations unique to this dataset. Therefore, the results need to be verified in future research.

METHOD

The data were split into the same four subgroups used to assess overall program treatment effects:

1. Female juveniles less than 15 years of age
2. Female juveniles 15 years of age or older.
3. Male juveniles less than 15 years of age.
4. Male juveniles 15 years of age or older.

For each subgroup, an analysis was conducted to assess the relationships between the major risk factors measured in the Common Data Elements and the outcome variable, “having been arrested

in the first post-program follow-up period.” Only comparison-group juveniles were included in this initial analysis so that any such relationships would be independent of program treatment effects.

Table 1 contains the risk factors that were included in the analysis and the coding that was used to quantify each factor.

Table 1. Potential Risk Factors for Predicting Post-Program Juvenile Arrests

Risk factors	Values Assigned to Factors	
	Code = 1	Code = 0
Abuse/Neglect Reported	Yes	No
Commitment in Past	Yes	No
Criminal Family Influence	Yes	No
Drug Problem	Yes	No
Felony Referral Offense	Yes	No
Gang Affiliation	Yes	No
Not Living With Natural Parent	Yes	No
School Attendance Problems	Yes	No
Ward 602 at Program Entry	Yes	No

The outcome variable to be predicted by the risk factors was “arrested during follow-up” and was coded 1 if present and 0 if absent.

DATA ANALYSIS

There are a number of statistical techniques for assessing the extent to which measures (such as age and criminal offending) “share variance” or covary. In simple terms, to covary means that as one value moves in one direction (e.g., age increases), another value moves a predictable amount in the same direction, or the opposite direction. If one knows how the relationship works, a change in one variable can be used to predict a change in the other variable. For example, if the rate of offending is known to increase with age, then increases in age of a current offender can be used to predict the rate of offending in the future.

One technique for assessing the strength of a statistical relationship between two variables is called “linear regression.” While it is a powerful technique, it requires that certain assumptions be made regarding both variables (e.g., the variables must be normally distributed). There is another technique that also measures relationships between variables, and its assumptions are more relaxed than is the case for linear regression. It is call “logistic regression,” and is the technique that we used to explore the relationship among the CDE research variables.

LOGISTIC REGRESSION

For each of the four research groups, the risk data was analyzed in relation to the “arrest” outcome data using a backward stepwise elimination logistic regression. This technique chooses the risk variables that, in combination, produce the strongest relationship with the outcome measure. The expectation is that if the identified combination of factors were used to assess juveniles in the future, the risk factors would predict which juveniles would tend to get arrested. Appropriate programming could then be implemented to reduce the incidence of arrest.

The next four tables (2 through 5) present the results of the logistic regression analysis for the comparison subjects for each of the four research subgroups.

Table 2. Comparison Group - Female <15 Backward Stepwise Elimination Logistic Regression				
	Risk Factors	B	Sig.	Exp(B)
Step 5	Ward 602 at Program Entry	1.270	0.000	3.560
	Not Living With Natural Parent	0.941	0.024	2.562
	Criminal Family Influence	0.784	0.055	2.190
	Gang Affiliation	0.549	0.130	1.731
	School Attendance Problems	0.451	0.170	1.570
	Constant	-3.161	0.000	0.042
Variables not in the equation Variable(s) removed on step 2: Abuse/Neglect Reported. Variable(s) removed on step 3: Commitment in Past. Variable(s) removed on step 4: Felony Referral Offense. Variable(s) removed on step 5: Drug Problem.				

The results for younger females are presented in Table 2. The risk factors are ordered in terms of the strength of the relationship that each has with the arrest outcome measure. The three risk factors with the strongest relationships were: Ward 602 at Program Entry, Not Living with a Natural Parent, and Criminal Family Influence. Two risk factors were of lesser importance, but were still significant additions to the predictive model (Gang Affiliation and School Attendance Programs). The four factors listed under the heading “variables not in the equation” did not add to the strength of the prediction. The five risk factors that did enter into the model, when combined, provide the strongest relationship possible with the arrest outcome measure for the Challenge II risk-factor dataset.

Table 3. Comparison - Females =>15 Backward Stepwise Elimination Logistic Regression				
	Risk Factors	B	Sig.	Exp(B)
Step 3	Drug Problem	0.901	0.000	2.462
	Commitment in Past	0.827	0.002	2.287
	Abuse/Neglect Reported	0.580	0.019	1.787
	Not Living With Natural Parent	0.397	0.118	1.487
	Ward 602 at Program Entry	0.352	0.182	1.422
	Gang Affiliation	0.326	0.218	1.385
	Criminal Family Influence	0.322	0.263	1.380
	Constant	-2.779	0.000	0.062
Variables not in the equation Variable(s) removed on step 2: School Attendance Problems. Variable(s) removed on step 3: Felony Referral Offense.				

Table 3 contains the logistic regression results for older female juveniles. For this subgroup, the risk factors that were predictive of arrests were quite different from those that emerged in the younger female analysis. Three of the four factors that did not enter into the younger female model are the most important factors in the older female model. This finding supports the conclusion that age differences must be taken into account when selecting juveniles into programs.

Table 4. Comparison - Males < 15 Backward Stepwise Elimination Logistic Regression				
	Risk Factors	B	Sig.	Exp(B)
Step 5	Drug Problem	0.574	0.028	1.776
	Abuse/Neglect Reported	0.673	0.034	1.959
	Ward 602 at Program Entry	0.824	0.059	2.280
	Felony Referral Offense	-0.326	0.214	0.722
	Commitment in Past	-0.350	0.217	0.705
	Constant	-1.279	0.003	0.278
Variables not in the equation Variable(s) removed on step 2: Not Living With Natural Parent. Variable(s) removed on step 3: Criminal Family Influence. Variable(s) removed on step 4: Gang Affiliation. Variable(s) removed on step 5: School Attendance Problems.				

Table 4 contains the logistic regression results for younger male juveniles. Four of the five risk factors that entered into the model for younger males were **not** a part of the model for young females. For young males, Drug Problem was the most significant risk factor (this factor did not enter into the model for younger females). These results strongly suggest that the same risk factors should not be used to select both younger males and females into a crime reduction program.

Table 5. Comparison - Males 15 + Backward Stepwise Elimination Logistic Regression				
	Risk Factors	B	Sig.	Exp(B)
Step 6	Ward 602 at Program Entry	0.734	0.008	2.084
	Drug Problem	0.675	0.000	1.964
	Gang Affiliation	0.513	0.004	1.671
	School Attendance Problems	0.200	0.214	1.221
	Constant	-1.894	0.000	0.150
Variables not in the equation				
Variable(s) removed on step 2: Felony Referral Offense.				
Variable(s) removed on step 3: Abuse/Neglect Reported.				
Variable(s) removed on step 4: Criminal Family Influence.				
Variable(s) removed on step 5: Commitment in Past.				
Variable(s) removed on step 6: Not Living With Natural Parent.				

Table 5 contains the logistic regression results for older male juveniles. Once again, the combination of factors is specific to this gender/age subgroup. Having been a 602 ward is the strongest predictor of future arrests for this subgroup.

RISK INDEX

After the risk factors that are important for predicting the tendency to be arrested had been identified, the next step consisted of developing a method of assigning each research subject a risk “intensity” score. For each subgroup, a number was assigned to each risk factor depending upon the logistic regression results. Highly significant factors were given a value of “3.” Factors of lesser importance were given a value a “2.” The factors that were removed by the logistic regression model were given a value of “1” when present. Table 6 displays the values assigned to each risk factor for each subgroup.

Using these risk factor weights, a risk intensity score was derived for each juvenile based on the presence or absence of each risk factor. For example, based on the values in Table 6, a younger male who reported abuse or neglect (3 points), had a past commitment (2 points), had a drug problem (3 points), was a 602 ward (2 points), and had no other risk factors, would receive a risk intensity score of 10 (3+2+3+2=10).

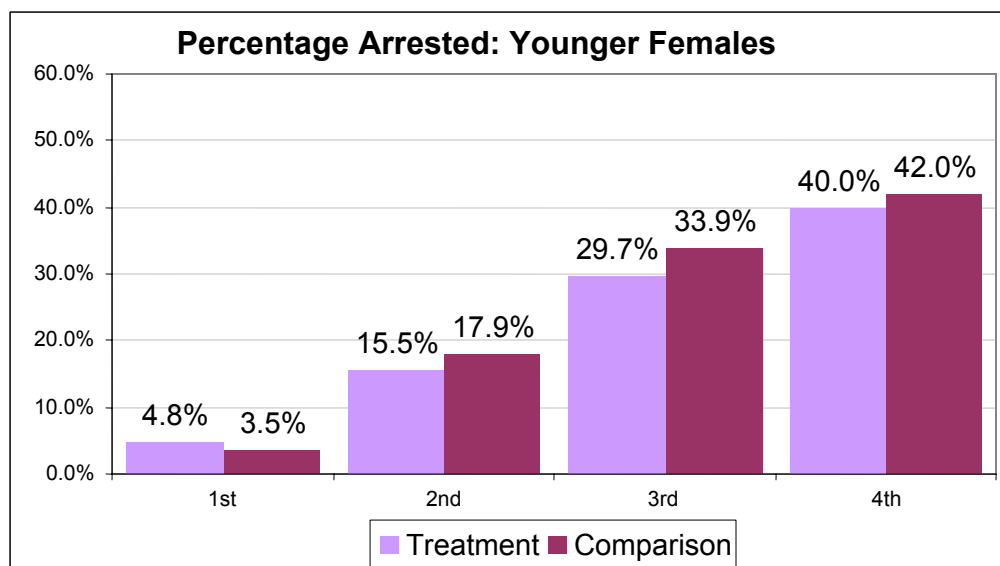
Table 6. Risk Index Values for Four Subgroups Based upon Backward Stepwise Elimination Logistic Regression on Comparison Group				
Risk Factors	Younger Females	Older Females	Younger Males	Older Males
Abuse/Neglect Reported	1	3	3	1
Commitment in Past	1	3	2	1
Criminal Family Influence	2	2	1	1
Drug Problem	1	3	3	3
Felony Referral Offense	1	1	2	1
Gang Affiliation	2	2	1	3
Not Living With Natural Parent	3	2	1	1
School Attendance Problems	2	1	1	2
Ward 602 at Program Entry	3	2	2	3
Maximum Possible Index Score	16	19	16	16

RISK INTENSITY AND ARREST

The next step consisted of exploring this question, “In each gender/age subgroup, given similar risk intensity scores, did fewer treatment group juveniles tend to get arrested than comparison group juveniles?” To get a more precise answer to this question, the research subjects were divided into four risk-intensity score quartiles, and the percentage of juveniles in each quartile who were arrested during the follow-up period was computed. The results of these analyses follow.

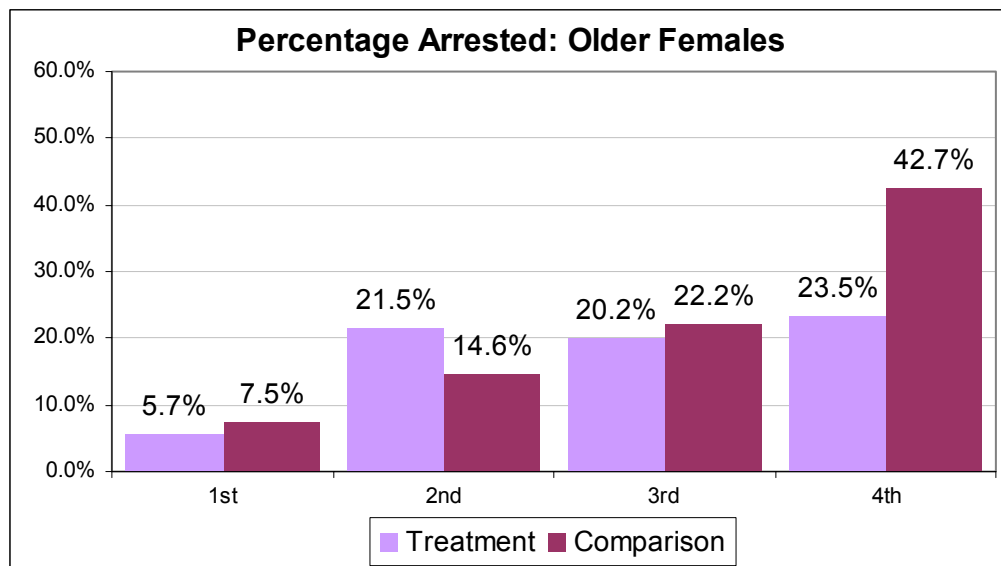
Consistent with previous analyses, the results for younger females do not include large treatment versus comparison group differences in terms of the percentage of juveniles arrested. Nevertheless, Chart 1 includes some interesting findings for this group.

Chart 1: Percentage of Younger Female Juveniles Arrested: 4 Risk Quartiles



First, the percentage of juveniles arrested rises in a linear fashion in relation to the risk-intensity scores. Second, the juveniles with risk-intensity scores in the 4th quartile are about ten times more likely to be arrested in the follow-up period than juvenile with risk-intensity scores in the 1st quartile. Third, when risk-intensity scores are above the 1st quartile, there is a small but consistent tendency for more comparison subjects than treatment subjects to be arrested. Nevertheless, treatment effects do not increase as risk levels rise. These results suggest that to detect program effects for younger female juveniles, outcomes other than indices of involvement with the criminal justice system should be explored, as well as additional predictive factors not included in the Challenge II research (e.g., resiliency factors).

Chart 2. Percentage of Older Female Juveniles Arrested: 4 Risk Quartiles

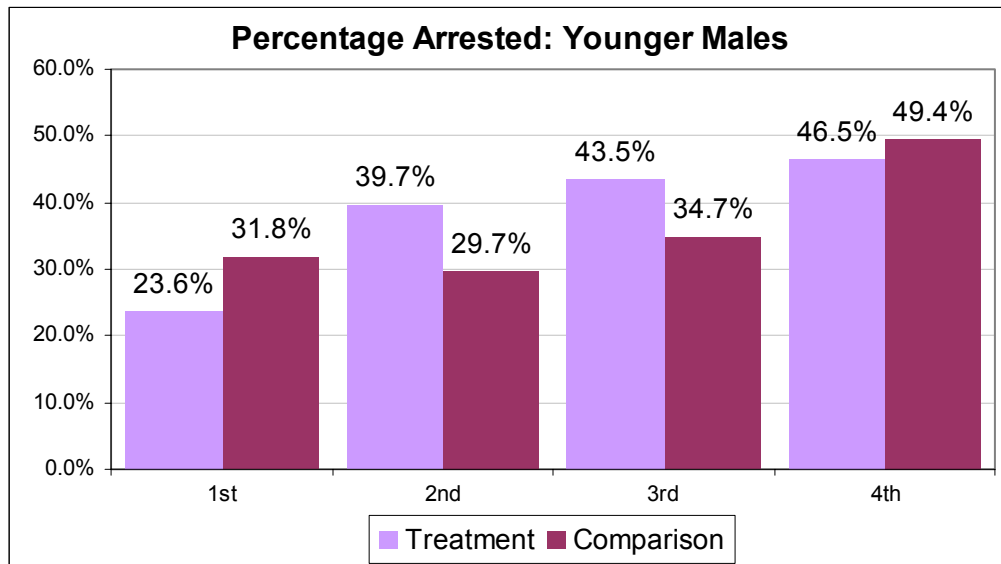


The pattern is different for older female juveniles as can be seen in Chart 4. Treatment effects were quite large for the high risk-intensity juveniles. Over 40 percent of the comparison juveniles in the 4th quartile were arrested in the follow-up period as opposed to only 23.5% of the treatment group. As with younger females, as the level of risk increased, so did the tendency to be arrested. However, for treatment subjects in the older female sample, there was a much lower rate of increase than in the comparison group (from 5.7% to 23.5%, as opposed to 7.5% to 42.7%).

In 1st, 2nd, and 3rd quartiles, the rate of offending in both the treatment and comparison groups was fairly low. Including, in intensive crime-reduction programs, low-risk juveniles who have a low probability of offending can lead to the erroneous conclusion that the programs did not work (due to the low frequency of offending in the comparison groups).

Chart 3 presents the results for younger males.

Chart 3. Percentage of Younger Male Juveniles Arrested: 4 Risk Quartiles



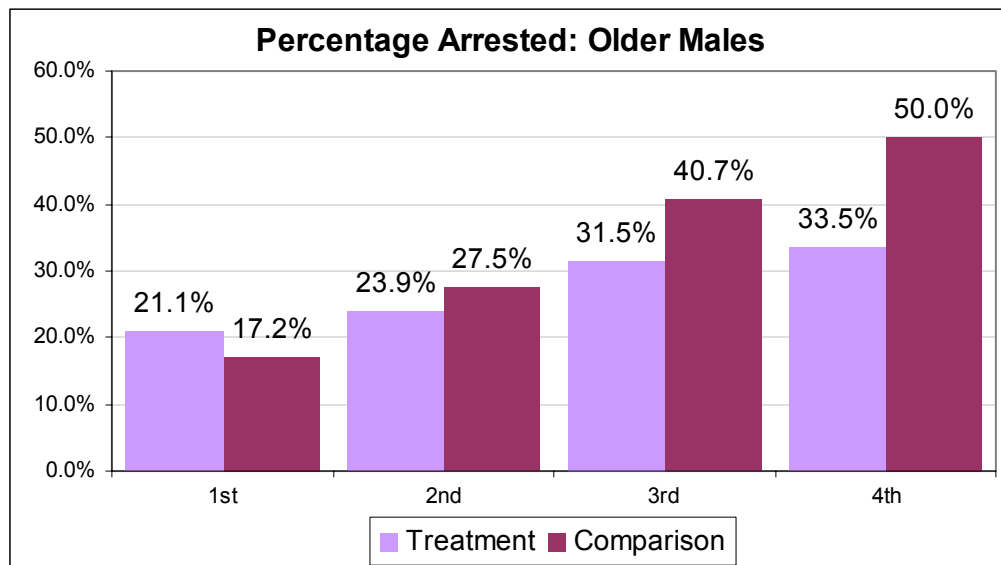
For the younger male juveniles, the results were mixed and difficult to interpret. For the middle two quartiles, fewer comparison group subjects were arrested in the follow-up period than treatment group subjects; and for the first and fourth quartiles, more comparison group juveniles were arrested. As stated for younger females, we suspect that to detect treatment effects with younger juveniles, outcome measures other than criminal justice variables should be considered. If the outcome measures were changed, the predictors of those outcomes would change as well.

As with younger and older females, as the younger male risk-intensity scores increased, so did the tendency to be arrested for both the treatment and comparison groups.

Chart 4 presents the results for older male juveniles. For the juveniles with low risk-intensity scores, there is a small tendency for more treatment subjects to be arrested than comparison subjects. However, from the second through the fourth risk-intensity quartiles, the pattern of results indicates increasing program effectiveness. For quartiles two, three and four, respectively, the comparison group rate of being arrested exceeds the treatment group rate of arrest by 4%, 9% and 17%.

The results for older male juveniles strongly suggest that risk level has a direct relationship with program effectiveness. From low to high-risk levels, the treatment group tendency to be arrested increased only 12.5%. The comparison group tendency to be arrested increased 32.8%.

Chart 4. Percentage of Older Male Juveniles Arrested: 4 Risk Quartiles



DISCUSSION

Care must be taken in interpreting these results. The risk factors were identified in terms of their relationship to the tendency to be arrested. Optimum risk-factor combinations were identified based upon these relationships. By restricting these analyses to the comparison-group sample, we reduced, somewhat, the possibility of confounding the results when comparing treatment and comparison group arrest rates. However, the statistical computations still capitalized on chance variation unique to this sample of research subjects. Therefore, these results need to be verified on an independent sample.

Nevertheless, the results provide strong support for the following conclusions:

1. Gender and age should be taken into account when: a) designing programs for at-risk juveniles, b) developing the goals for the programs, c) selecting juveniles into programs, d) devising the criteria by which program effectiveness will be measured, and e) evaluating program effectiveness.
2. The risk factors that predict juvenile offending are different for different gender and age subgroups. Risk assessment devices must be tailored to the gender and age of the juvenile being evaluated.
3. Given the same age and risk level, female juveniles will be arrested less often than male juveniles. Therefore, given the same age and risk levels, smaller treatment effects can be expected for female juveniles in Challenge-type programs.
4. Low risk juveniles have a low incidence of arrest in the follow-up period (whether they receive Challenge-type program interventions or standard services). For low-risk females, the rate of arrest was 4% to 6% depending on age. For low-risk males, the rate was 17% to 31%. Therefore, one cannot expect as much improvement, in terms of

reduced arrests, from low-risk participants as one might expect from high-risk participants.

These results point out the importance of being able to correctly identify those juveniles who are most in need of, and most likely to benefit from, intensive and expensive programs. Challenge-type programs do work; but the right services must be provided to the right people. Otherwise, expensive services might be provided to juveniles who cannot benefit from them and treatment effects will be minimal.

APPENDIX E

Challenge Grant II Contact List

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